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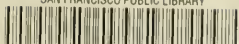
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# GUIDING DOWNTOWN DEVELOPMENT



DEPARTMENT OF CITY PLANNING  
CITY & COUNTY OF SAN FRANCISCO  
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Department of City Planning  
City and County of San Francisco

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INTRODUCTION

This report contains a series of regulatory proposals for managing development in downtown San Francisco. The proposals affect the size, design, and location of major buildings. They also deal with the effect new development has on housing, transportation, and open space, on significant older buildings, and on the general livability of the central business district.

Planning Code regulations for the C-3 districts have not been analyzed comprehensively for some time. Most of the existing controls are based on studies completed sixteen years ago, ten years ago in the cases of height and bulk. During the past decade downtown has nearly doubled in available space. Since 1964 24.8 million square feet of office space have been added and 10.8 million more are either approved or under construction. Whether this growth is good or bad for the city or whether it should advance at current levels, be slowed, or stopped altogether, remains a controversial issue in San Francisco. To enlighten the debate, groups with differing views are supporting the preparation of a downtown EIR. The main purpose of that study is to examine the various alternative proposals for dealing with issues of downtown growth. The recommendations contained in this report will be one of the alternatives evaluated in the downtown EIR. The other alternatives will be a Chamber of Commerce proposal, a proposal developed by San Franciscans for Reasonable Growth, the provisions of the Proposition O highrise initiative, a proposal to limit office growth annually to 1.5 million square feet, and the existing Planning Code regulations.

The Department considers the recommendations in this report, based on a thorough examination of recent development and on extensive experience in applying existing controls, to represent appropriate, effective, and desirable approaches

- for creating buildings in scale and shape more suitable to San Francisco's environment;

- for meeting the housing, open space, and transportation needs created by downtown development;

- for preserving significant older buildings and their setting, and

- for providing amenities that make downtown a special place.

Like all urban change, downtown growth has some advantages and some disadvantages. The recommendations seek to maximize the advantages and minimize the disadvantages. The recommendations are demanding, but the Department of City Planning believes they are essential steps to take to conserve our city's urban scale and environment, two critical elements making San Francisco unique among the nation's urban centers.



The Department's proposals are designated to regulate the physical form and location of new development. They do not limit the amount of growth that would be permitted over a fixed period of time. However, other alternatives to be tested in the downtown EIR would do exactly that. One proposal would limit growth to 1 million square feet per year, and another would limit it to 1.8 million square feet per year. In the downtown EIR the Department's proposals will be analyzed both with those annual limitations and without them. The desirability of adding specific growth limitations to the Department's proposals can be determined when the results of the downtown EIR study are known.

#### ORGANIZATION OF THE REPORT

The proposals are presented in this report under the following headings: Building Size, Design and Appearance; Retail Services; Recreation and Open Space; Transportation and Circulation; Housing; Preservation of Significant Buildings; Industry; and Cumulative Impact Assessment. The proposals by and large implement existing policies in the Master Plan. However, in a number of instances, new policies are proposed. The existing Master Plan policies appear in Appendix I. The proposed new Master Plan policies and proposed new Planning Code provisions to implement the Department's proposals appear in appendices referenced in the text below.

#### NEXT STEPS

These proposals will now undergo an extended period of public review and comment as well as environmental impact assessment. The proposals will then be modified as appears appropriate in light of that review and assessment. Formal public hearings on proposed Master Plan and Planning Code changes before the City Planning Commission are anticipated in late spring of 1982 upon completion of the Downtown EIR.

Written comments and inquiries may be addressed to George A. Williams, Assistant Director, Department of City Planning, 100 Larkin Street, San Francisco, CA. 94102.

## A. BUILDING SIZE, DESIGN AND APPEARANCE

Concern: That downtown development not result in dark, crowded, and windy streets, poor interrelationship between buildings, and an awkward and unattractive skyline.

### Approaches:

#### (1) Reduce Overall Building Size by Lowering Floor Area Ratios

It is proposed that the base Floor Area Ratios (FAR) be revised to reduce the permitted intensity of development in various C-3 zones, permitting that base FAR to be exceeded only by:

1. incorporating housing in the project (see Housing section, p. 16);
2. transferring unused development rights from another site containing a landmark or other significant building and/or obtaining credit for restoration of such a building (see Preservation section, p. 21) and/or;
3. including convenience retail space in the project (see Retail Services section, p. 11).

The base FARs and allowable increases would be:

#### C-3 Districts

	C-3-0	C-3-R	C-3-G	C-3-S
Maximum Base Floor Area Ratio (FAR)	12	6	8	6
Housing Allowance -- Maximum additional FAR	5	4	4	2
Development Rights Transfer & Retention & Restoration Allowances -- Maximum additional FAR	3	2	2	0
Retail Allowance -- Maximum additional FAR	.5	0	.5	.5
Maximum FAR with Allowances	17	10	12	8



It is also proposed that the formula for determining the F.A.R. of C-2 districts and other districts in the vicinity of downtown be modified in keeping with the C-3 changes. The modifications are as follows:

Other Districts

Maximum FAR	<u>C-2</u> 4.8*	<u>CM</u> 5	<u>Auto Sp.use</u> 6
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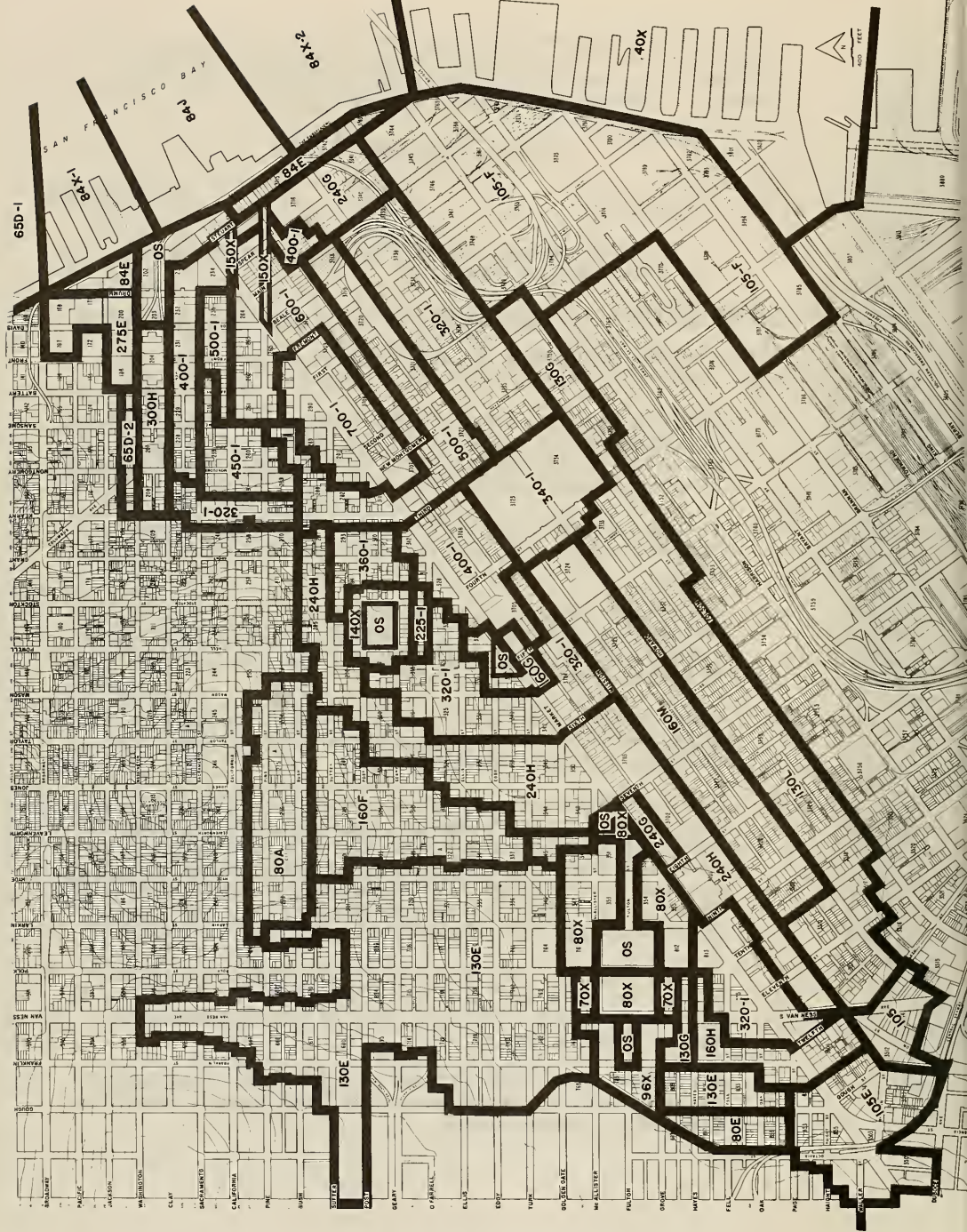
\*for lot nearer to RM-4, RC-4, or C3 than any other R or C district

(2) Adjust Heights to Protect and Enhance Selected Locations

The existing allowable heights should be modified in a number of areas to achieve the following objectives:

- a. Protect the top of Nob Hill from being dominated and obscured by development on its south slope by changing south slope height limits to match recently adopted height limits for the top of the hill.
- b. Insure adequate sunlight to the new park in the Tenderloin by lowering heights to the south of the park.
- c. Soften the visual impact of the Federal Building's block long slab form by increasing height in a small area north of the Federal Building tower to allow slightly higher development.
- d. Protect the recently rehabilitated area west of Van Ness Avenue by bringing heights into accord with heights west of the freeway.
- e. Insure adequate sunlight and spatial definition to the major plazas on Market Street, and continued sunlight to the retail portion of Market Street by lowering heights on the South Market Street frontage between 7th through 3rd Streets to heights compatible with the Hallidie Plaza and between 7th and 10th Streets to heights compatible with the UN Plaza.
- f. Insure that the facades of new buildings properly frame the Mint and the Seventh Street Post Office by lowering height limits on the fronting portions of surrounding properties.
- g. Shift new high rise office development to selected areas south of Market Street by increasing permitted heights in these areas.





EXISTING HEIGHT DISTRICTS

MAP I



[illegible]

## MAP 2

- h. Allow tall buildings to be developed under proposed new bulk controls which will screen the uniform row of highrises along Market Street.
- i. Permit tall buildings on the top of Rincon Hill to accommodate high density housing.
- j. Incorporate height recommendations from the Northeastern Waterfront Plan.
- k. Reduce the heights stepping down northward from the area of highest height limit in keeping with the relocation and reduction in size of that area.

The proposed heights to implement these objectives and minor adjustments resulting from their interaction are shown on Map 2. Map 1 shows existing heights. To determine the proposed heights implementing each objective, refer to the portion of Map 2 indicated by the same letter as the letter preceding the objective above. To determine the change, compare the existing heights on Map 1.

Some of the new proposed height limits, namely the 130', 160', 200', and 225' districts, would be permitted to be exceeded by up to 50 feet to facilitate development of housing, provided the siting and design of the building are consistent with the purposes of the height plan. The proposed Planning Code language to implement this proposal appears in Appendix A, Part 2, p. A-3.

### (3) Revise Bulk Controls to Improve Building Appearance

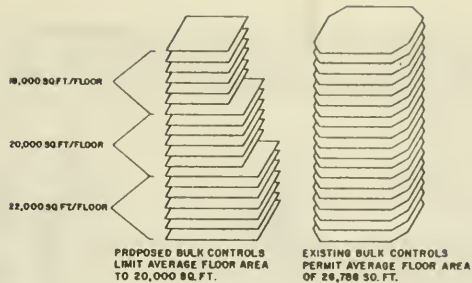
It is proposed that the existing bulk controls be changed to encourage the sculpturing and articulation of building form, leading to less overpowering building design and the evolution of a more attractive and interesting skyline and more energy-efficient buildings. The height districts where the new bulk controls apply are indicated by S on Map 2, page 6. The proposed bulk controls would replace the existing controls for bulk districts G, H and I as shown on Map 1, page 5.

The proposed bulk controls would apply to any part of a structure more than 65 feet in height. Special exceptions could be granted under Sec. 271(c). The proposals are:

#### a. Reduce the Floor Area

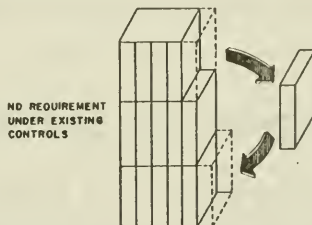
The average floor area per floor should be reduced to a maximum of 20,000 sq. ft. A greater floor area would be permitted within the lower portion (below the midpoint of the building) if an equal amount of floor area is removed from the upper floors without reducing the number of stories. No upper part of a tower could be larger than a lower part in total cross section.





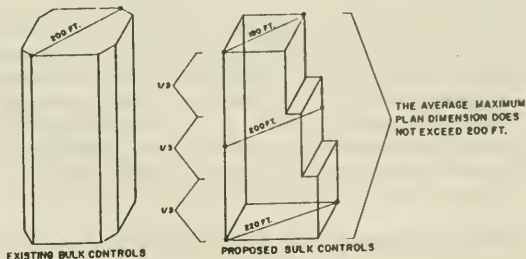
## b. Reduce the Size of Upper Floors

Require a minimum of 1/15 of the total floor area above the midpoint of the portion of the building over 65' to be shifted from the upper floor areas and transferred to the lower floors of the same structure. The amount required to be shifted may be reduced 5% for each 1,000 sq. ft. reduction of the average floor area until the average floor area is 10,000 sq. ft. or less at which point downward bulk transfer would not be required.

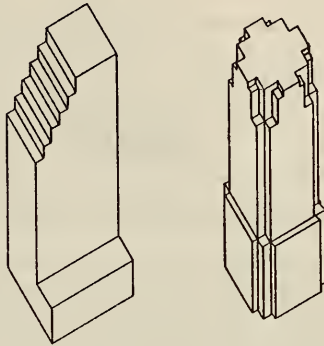


## c. Control the Overall Width

The average maximum plan dimension (the furthest two points apart on any floor plan) should not exceed 200 feet. An increase in the maximum plan dimension beyond 200 feet in the lower part of a tower would be permitted if equivalent reductions are made in the upper parts of the building.



The design flexibility offered by the proposed bulk controls is illustrated below by drawings of two different buildings with the same floor area.



The proposed Planning Code text for the proposed bulk controls appears in Appendix A, Part 3, p. A-4.

(4) Encourage Architectural Embellishments.

Two changes in the code would lead to better building design.

a. Allow Architectural Projections

Currently cornices and belt courses are severely restricted in size and other decorative embellishments, such as plasters, are prohibited. Cornice and belt course size limitations would be eased and other features of an architectural or decorative nature would be allowed to project up to one foot, provided they were not used to increase the floor area. All such projections would be prohibited below the height of 7 1/2 feet above sidewalk grade.

b. Revise Rules for Measuring Floor Area Ratio

Currently F.A.R. is measured from the exterior faces of the exterior walls. The desire to maximize net rentable floor space tends to produce smooth skinned buildings, which provide little sense or weight and mass, and which fail to define street or other open spaces well. To remove this pressure, it is proposed that hereafter F.A.R. be measured to the glass line at windows and to an exterior plan excluding decorative non-structural features that do not increase the usable floor area.

The proposed Planning Code text implementing these proposals appears in Appendix A, Part 4, p. A-6.

(5) Strengthen Urban Design Standards

All new buildings should conform to strengthened urban design policies and principles designed to achieve the following objectives:

- a. create and maintain interesting street frontages and a comfortable human scale in downtown streets;
- b. conserve the traditional street and building relationship that characterizes downtown San Francisco;
- c. insure that large new facades relate harmoniously with nearby facade patterns and do not contribute to an unpleasant streetscape;
- d. make new buildings sympathetic to the scale, form and proportions of older buildings, particularly those of outstanding quality;
- e. preserve historically and architecturally significant buildings;
- f. develop a graceful skyline in harmony with the texture of development on surrounding hills.

The policies, which appear in Appendix A, Part 5, p. A-10, would be incorporated in the Master Plan as the Downtown Urban Design section of the Urban Design Element and used in design evaluation during the project approval process.

(6) Incorporate Art Works In or Near New Buildings

Art work should be required to be incorporated in or adjacent to the project, the amount of art to be based on its cost. It is proposed that 1% of the total construction cost of the project be required to be invested in art works. This approach has been successfully used by the Redevelopment Agency in its downtown redevelopment projects.

The art work could be sculpture, bas-relief, mosaics, murals, paintings or tapestries.

The artworks could be located on-site in publicly accessible areas or off-site on adjacent public property. Artworks located on public property would require the approval of the Art Commission and the public agency controlling the property. Artworks to be placed on-site would be reviewed by a panel of art professionals appointed by the Director of Planning; the panel's opinion would be advisory to the developer.

The proposed Planning Code text appears in Appendix A, Part 6, p. A-21.

(7) Provide for the Installation of Street Trees

Street trees should be required to be installed to enhance the physical surroundings of the building. They should be located and installed in a manner that will not impede pedestrian movement. (See Appendix A, Part 7, P. A-22 for the proposed Planning Code text.)

B. RETAIL SERVICES

Concern: That new office buildings not displace small scale retail shops, services and restaurants without adequate provision for their replacement.

Approach:

- (1) Require and allow additional floor area for small scale convenience retail space in new office development.

Additional F.A.R. should be allowed for ground floor space devoted to small scale uses (not to exceed 2,000 feet per establishment) designed to meet the convenience retail shopping, service and eating needs of downtown workers and to provide active frontages along streets, pedestrianways, plazas and courtyards abutting the development. The allowance should apply only in the C-3-0, C-3-G, and C-3-S districts. (See Appendix B, Part 1, p. B-1.)

- (2) Apply Master Plan policies regarding the amount of convenience retail space to be provided.

As part of the project's environmental assessment there should be an analysis of the demand for retail space generated by the project. In the project review process the following Master Plan policies should be applied:

- (i) Provide adequate amenities for those who live, work and use downtown ... Land use controls should assure an adequate supply of convenience shopping and eating facilities (Policy 4, Downtown Office Section of the Commerce and Industry Element).
- (ii) Devote ground floor space fronting on streets, pedestrian ways, plazas, and courtyards to retail uses which are of interest to pedestrians and which meet the need of customers generated by the proposed building and nearby buildings (Objective 1, Policy E of the Proposed Downtown Urban Design Section of the Urban Design Element).
- (iii) Support the Continued Strength of High Quality, Specialty Retail Shopping Facilities in the Downtown Core ... The amount of retail space allowed in new developments outside the retail core should be

controlled to assure that the strength of the core is not depleted by competing retail centers (Policy 2, Downtown Retail Section of the Commerce and Industry Element).

- (3) Protect streets and alleys containing concentrated, small scale services.

Intimate, small scale, pedestrian oriented streets containing clusters of restaurants, shops and lounges are important attributes of the downtown. Such clusters have developed or are developing spontaneously in several downtown streets and alleys. Retention of the character of these areas is important to the continued prosperity and livability of the downtown. The streets are:

Commercial	between	Battery	and Kearny
Leidesdorff	"	Clay	" Pine
Trinity	"	Bush	" Sutter
Compton/Tillman	"	Sutter and Post	and Stockton off Grant
Maiden Lane	"	Stockton and Kearny	
Belden	"	Pine	" Bush
Front	"	California	" Sacramento
Ecker	"	Stevenson	" Mission
Annie	"	Market	" Mission
Jessie	"	New Montgomery and Fifth	
Natoma	"	Second and eastern half of block between Montgomery and 3rd Street	
Hardie Place	"	Sutter and Bush off Kearny	
Security Pacific	"	Stockton and Grant off O'Farrell	

These streets should be designated special use districts and new development made conditional on preserving the character and scale of existing development and a sunlight street frontage composed predominantly of small shops and food and beverage services. (See Appendix B, Part 1, p. B-1 for proposed Planning Code text).

### C. RECREATION AND OPEN SPACE

Concern: That new development not so congest existing downtown open space and recreation space that there will be inadequate places for quiet relaxation in the open air and sunshine or for more active recreational pursuits.

#### Approach:

- (1) Require provision of recreation and open space in proportion to building size

It is proposed that each development be required to provide recreation and open space in an amount directly proportional to the building size. The proposed ratios are as follows:



C-3-O  
1:25\*

C-3-R  
1:40

C-3-G  
1:30

C-3-S  
1:50

\*1 sq.ft. of recreation and open space for each 25 gross sq.ft. of building floor area.

These ratios take into consideration the density of employees and visitors typical of development in the various C-3 zoning districts.

The required recreation and open space could be provided in a variety of ways. It could be a plaza, a through block pedestrian way, a garden park, a sun and view terrace, a cultural facility, a galleria, a recreation facility, or a combination thereof on the building site. These recreation and open spaces would be required to meet certain minimum guidelines in addition to conforming to Master Plan policies (see Appendix C, Part 3, p. C-6).

Many of the permitted kinds of recreation and open space areas could be located above the ground level. Certain features (an urban park or a cultural or recreational facility) could be located off-site in an approved location within or immediately adjacent to the same C-3 district. Under certain special conditions, the ground area of an offsite recreation and open space on privately owned property could be counted in computing the allowable FAR for the project. If it is located on public land the ground area could be counted against the recreation and open space requirements but not in computing the allowable FAR.

In small projects, where provision of an on- or off-site recreation and open space area is not feasible because the area would not be of useful size, the provision of improvements and amenities (and an agreement to maintain them) on some nearby public space which make it more functional as usable open space (e.g. small sidewalk sitting areas) would be permitted.

This approach would implement proposed new policies to be incorporated as the Downtown section of the Recreation and Open Space Element of the Master Plan (See Appendix C, Part 1, p. C-1). The proposed Planning Code text appears in Appendix C, Part 2, p. C-3).

The recreation and open space ratios would not apply to any residential space in the structure; it would have its open space requirements as set forth in Section 135 of the Planning Code. However, certain of the recreation and open space features which can be provided under the requirements above (i.e. sun and view terraces, plazas and garden parks) could also count as the common useable residential open space permitted by the Code. Such common space would be counted as both residential and commercial open space.

## D. TRANSPORTATION AND CIRCULATION

**Concern:** That further downtown development not result in intolerable congestion of all transportation, parking and pedestrian circulation facilities.

### Approach:

#### (1) Implement a "transit first" downtown access policy

Because of limited road capacity and because of energy efficiency and air pollution considerations a "transit first" downtown access policy should be vigorously implemented. In lieu of requiring on-site parking new development should contribute to expansion of the local and public transportation systems including supplemental transit shuttle services. Building managers and employers should take steps to encourage employee use of public transit. The number of single occupant commuter vehicles should be reduced and car pools and van pools encouraged. The amount of additional commuter parking allowed should be restricted to that required for those trips which cannot reasonably be made by transit.

Approval of all new downtown development should be subject to the following conditions:

1. In recognition of the need for expanded transportation services to meet the peak demand generated by cumulative commercial development in the downtown area, the project sponsor shall contribute funds for maintaining and augmenting transportation service, in an amount proportionate to the demand created by the project, through a funding mechanism to be developed by the City.
2. The project sponsor shall employ a transportation broker responsible for coordinating, implementing and monitoring programs among tenants and employees to encourage transit use and ridesharing, including but not limited to the following: on-site sale of BART tickets and Muni passes and employer subsidized transit passes, establishment of an employee carpool/vanpool system in cooperation with RIDES for Bay Area Commuters or other such enterprises, and a preferential parking program for employee carpool and vanpool vehicles.
3. The proposed building shall include a reasonable number of safe and secure bicycle and/or moped parking spaces.
4. The project sponsor shall: (i) participate with other project sponsors and/or the San Francisco Parking Authority in undertaking studies of the feasibility of constructing an intercept commuter parking facility in an approved location to meet the unmet demand for



parking for work trips generated by the project which cannot reasonably be made by transit and (ii) participate with other project sponsors and/or the Municipal Railway in studies of the feasibility of the establishment of a shuttle system serving the project site and the parking facility. (Map 7 on p. D-1 of Appendix D identifies potential peripheral parking sites).

(2) Improve circulation in and around the downtown in the following ways:

- a. Require any needed new long-term (commuter) parking to be located on the periphery of the downtown (C-3 districts) and linked to downtown by transit, and new short-term (visitor, shopper) parking be immediately adjacent to, but not in, the core as defined in the Master Plan. This approach would be carried out by creating special downtown parking districts. Appendix D, Parts 1 & 2, pp. D-2 and D-7 contains the proposed Planning Code text and a map showing the boundaries of the proposed districts.
- b. Seek the conversion of existing long-term commuter parking in the core to short-term parking to accommodate required short-term auto trips. Require publically-owned and future privately owned parking in the C-3 districts to employ a parking rate formula which encourages short-term and discourages long-term parking.
- c. Improve facilities for off-street goods delivery in new development so as not to aggravate on-street conflicts between delivery vehicles and other traffic and pedestrian movements. (Appendix D, Part 3, p. D-8 contains the proposed Planning Code text and maps for incorporation into the Master Plan.)
- d. Implement a system of transit preferential streets where exclusive or semi-exclusive transit lanes are provided to facilitate the movement of public transit within the downtown. The Downtown Transportation Plan in the Transportation Element of the Master Plan identifies a network of transit preferential streets. This network is in the process of being reexamined; the network now being considered is shown in Appendix D, Part 3, Map 8, p. D-11.
- e. Implement proposed new Master Plan policies regarding downtown pedestrian circulation. (Appendix D, Part 4, p. D-13 contains the text of the proposed policies.) The policies call for:

1. Implementing a pedestrian street plan whereby certain streets or alleys would be enhanced for greater or even exclusive pedestrian use.
2. Providing sufficient pedestrian standing and movement space by regulating the location of sidewalk structures.
3. Requiring new development to accommodate midblock pedestrian ways and arcades pursuant to a pedestrian network plan.
4. Controlling vehicular access to new development from pedestrian and transit oriented streets. (Appendix D, Part 3 contains proposed Planning Code text controlling such access.)
- f. Carry out other policies in the Downtown Transportation Plan section of the Transportation Element of the Master Plan. (See Appendix H, p. H-14).
- g. Implement other circulation improvements and transportation systems management techniques as called for in the Center City Circulation Program Final Report.

#### E. HOUSING

Concern: Continued office development and creation of new jobs can result in an imbalance in the supply of housing, relative to demand, result in the escalation of housing costs and rents, and shrink the supply of available housing.

#### Approach:

- (1) Require developers of new office buildings to also provide housing

New housing should be built to mitigate the impact of the office development on the housing supply. Both the City and the office development community should share the responsibility to provide housing. The City's obligation should be to assure that there is sufficient land made available for housing through zoning and use of surplus City owned properties, and that the processing of housing projects is expedited. The development community should be obligated to employ its entrepreneurial skills to create the housing.

Specifically development of new housing (or rehabilitation of long vacant existing housing) should be required in proportion to the amount of commercial office space as a condition of approval of all projects containing more than 50,000 square feet of office space. The requirement would

be 640 sq. ft. of housing for every 1,000 sq. ft. of office space based on the following assumptions:

- 1) the average gross square footage of office space per employee is 250 sq. ft.;
- 2) 40% of the employees will live in San Francisco;
- 3) the average gross square footage of residential space per person is 400 sq. ft.

To prevent the housing requirement from being satisfied with fewer very large units, an appropriate unit requirement should also be imposed. Based on an occupancy rate of 1.8 persons per unit the unit requirement would be approximately .9 units per 1,000 sq.ft. of office space. The housing could be provided as part of the office building or on another site somewhere in the city. (See Appendix E, Part 1, p. E-1 for proposed Planning Code Text.)

The housing would be subject to whatever low and moderate income requirements apply citywide. Currently the City's policy requires 10% of the units in large new condominium projects to be low and moderate income if subsidies are available. This policy is being reexamined in light of the fact that at this time no subsidies are available.

- (2) Allow downtown buildings to be larger and higher if they include housing

In order to create an incentive for development of residential projects and/or mixed office/residential projects in the downtown, additional F.A.R. should be allowed for residential uses incorporated in the project. The additional FAR would be 5 in the C-3-0 district, 4 in the C-3-P district, 4 in the C-3-G district, and 2 in the C-3-S district. (See F.A.R. Table, p. 3.)

In addition, higher height (up to 50 feet more) should be allowed in certain of the highest height districts in the C-3 use districts on a conditional use basis to accommodate housing. (See Appendix A, Part 2, p. A-3.)

- (3) Assure that there is enough land for housing

- a. Make available for housing development City-owned property which is no longer needed by the City or which could be developed with housing consistent with its continued public use (for example, development of housing above a public garage). Accelerate marketing of property in redevelopment areas.
- b. Rezone certain areas adjacent to downtown to encourage development of new housing. These areas, shown on Map 3 on the following page, are as follows:

(i) Central-South-of-Market

This area should be rezoned as a special mixed use district permitting industrial and residential/commercial uses. The criteria should encourage retention of existing housing and development of new mixed commercial-predominantly residential projects at R-C-3 density on "underutilized" parcels (i.e., parcels which are not intensively developed, such as parcels containing parking lots, open lot storage and older single story buildings) where job and industry displacement would be minimized. The criteria should discourage such development on more intensively developed parcels where problems of displacement would be more intense.

(ii) Rincon Hill

This area should be rezoned as a high density predominantly residential area to take advantage of its proximity to downtown and sweeping views. It has a number of publicly owned parcels, many of them in marginal uses or soon to be discontinued uses. R-C-4 zoning, allowing a density of approximately 210 units per acre, would be appropriate. Attenuating the noise from the freeways and bridge will require special design features.

(iii) South Park

The existing housing in this former residential area is already protected by residential zoning. The entire area should be encouraged to revert to residential use by rezoning it R-C-3 for medium density housing.

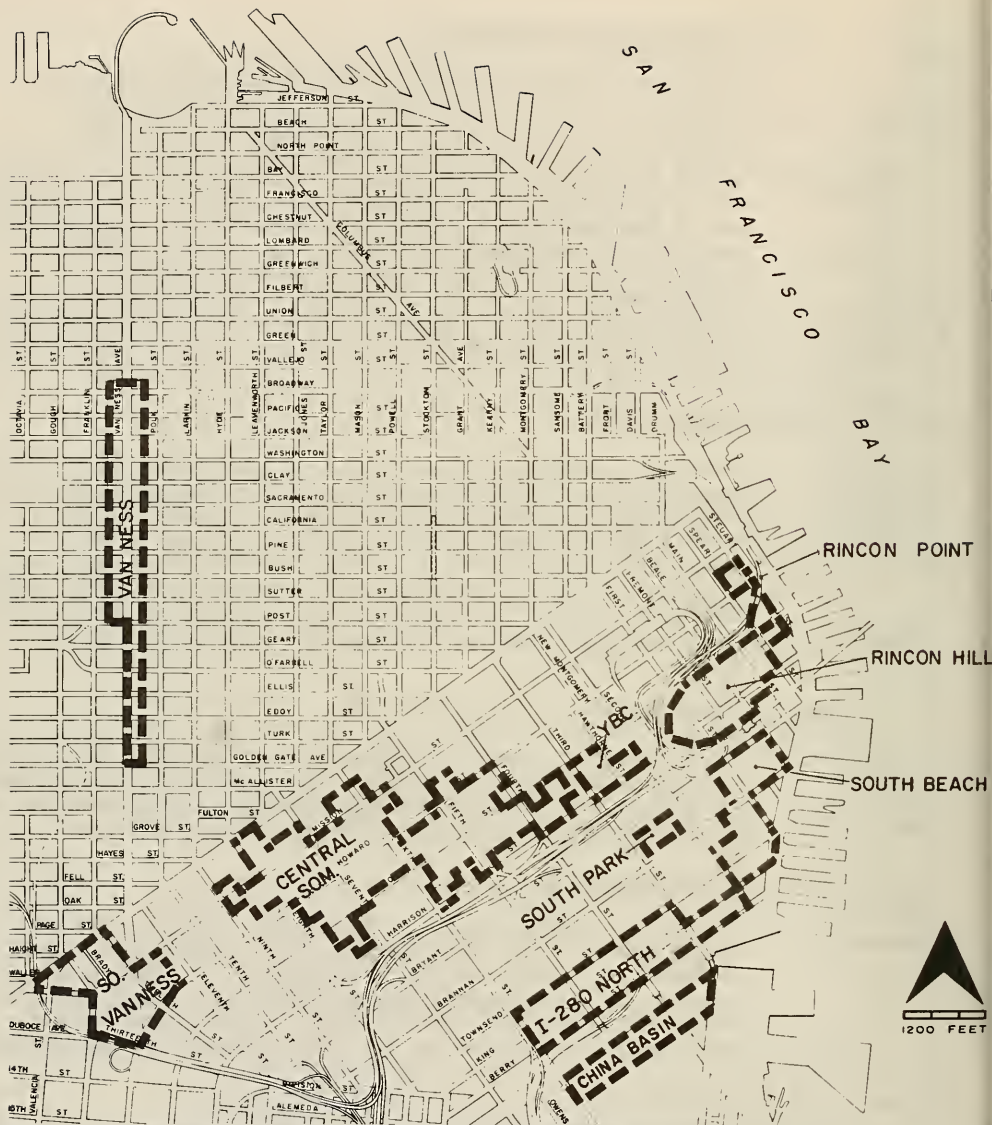
(iv) South Van Ness

This area is well served by transit and is close to Civic Center. It already contains some housing and has a number of underdeveloped parcels. It should be rezoned as a moderately high density, predominantly residential area. R-C-3 zoning, allowing a density of approximately 105 units per acre, would be appropriate.

(v) Van Ness

Van Ness Avenue has the potential of becoming a truly grand boulevard with mixed use predominantly residential projects, interspersed among the landmark quality auto establishments which should be retained. With careful height and set back controls a density somewhere between R-C-3 and R-C-4 might be appropriate. Because of the need for neighborhood serving retail and office space outside downtown, and the scale and accessibility of downtown, consideration





## AREAS FOR NEW RESIDENTIAL DEVELOPMENT

should be given to zoning controls which would permit three to four stories of commercial use with residential uses above.

(vi) I-280 North

This area should be considered for high density housing built on a platform over the Southern Pacific tracks and passenger terminal with perhaps some intercept commuter parking and Muni storage between the tracks and the freeway and under the freeway itself. Heights should be modulated to avoid significant view blockage from Potrero Hill. RC-4 zoning, allowing a density of approximately 210 units per acre, would be appropriate.

(vii) China Basin

The southern edge of China Basin Channel should be considered for development with moderately high density housing. The balance of the SP properties in this area should be reserved for industrial use. RC-3 zoning, allowing a density of approximately 105 units per acre, would be appropriate.

(viii) South Beach, Rincon Point, Yerba Buena Center

The identified portions of these redevelopment areas are already designated for housing in the official redevelopment plans.

The proposed Planning Code Text for (i) Central-South-of-Market and (ii) Rincon Hill appears in Appendix E, Part 3, p. E-2; (iii) South Park and (iv) South Van Ness should be mapped as R-C-3 districts. (v) Van Ness, (vi) I-280 North, and (vii) China Basin are the subjects of special studies; determination of the specific use districts to be applied to those areas should await completion of these studies.

- c. Many of the areas proposed for rezoning to encourage housing contain a number of viable commercial or industrial structures and businesses. The new zoning should provide that newly created non-conforming uses would be permitted to remain without termination date, and that alterations to structures would be permitted if necessary for business purposes, if the activity is compatible with residential uses. (See Appendix E, Part 3, p. E-4.)

(4) Protect Residential Uses Adjacent to the Downtown from Encroachment of Commercial Uses

The South of Market, Tenderloin and Chinatown are mixed use areas containing substantial amounts of lower cost housing, some of it in residential hotels and some in apartments, which is subject to increasing pressure for conversion to

commercial uses as the downtown expands. Parts of the South of Market housing is zoned C-3-S. The Tenderloin is for the most part zoned C-3-G and Chinatown is zoned C-2. Under those zoning designations the residential uses may be converted to commercial uses without special review. The units in residential hotels are currently protected by the Residential Hotel Demolition and Conversion ordinance. However, demolition and conversion of apartment units are not regulated. Protection of both residential hotels and apartment units should be provided either by some form of R/C zoning, a demolition and conversion control ordinance, or both.

(5) Expedite Housing Project Approvals

In order to assure expedited permit processing, create a one stop permit center by locating BBI and City Planning in the same building and raise permit fees to provide sufficient staff to expedite processing.

(6) Make Changes in Open Space Requirements and FAR Calculations to Encourage Housing

Two relatively minor changes in the Planning Code would facilitate development of housing. First, the open space requirements for housing in high density areas should be amended to allow solariums to qualify as usable open space. Second, the Planning Code should be modified to exclude from the calculation of FAR for a mixed residential/non-residential use structure, the space on a non-residential floor which is devoted to the elevator core for upper floor residential uses. (See Appendix E, Part 3, p. E-4.)

F. PRESERVATION OF SIGNIFICANT BUILDINGS

Concern: That new construction and development in the downtown area not result in both the actual and contextual destruction of landmark and historic and architecturally significant buildings.

Approach:

(1) Reduce the Economic Incentive to Replace Significant Buildings by Allowing Transfer of the Site's Unused Development Potential

In many situations a substantially larger building could be built on the site of a landmark or other significant building. In order to reduce the incentive to replace the significant building, "unused" development rights should be allowed to be transferred to another site within the same zoning district. The transfer could be made to any other site in the same zoning district or to a site in a special



development district (see (4) below) unless development of the site would result in the destruction or defacement of another significant building. The transfer should be allowed as a matter of right for designated landmark buildings and structures on the list of "Architecturally and/or Historically Significant Buildings" endorsed by the City Planning Commission on May 29, 1980 (See Appendix F, Part 1, p. F-1). Upon recommendation by the Landmarks Board and approval by the City Planning Commission, other appropriate buildings that are similar in architectural richness or historic significance as those buildings already identified as "significant" may be made eligible.

The amount of unused development rights which could be transferred would be the difference between the maximum gross floor area of a new building which could be placed on the site of the preserved building (exclusive of the various F.A.R. allowances), and the actual gross floor area of the preserved building. Unused rights could be saved for future transfer.

The transfer would be conditional on the owner undertaking a program to restore its facade and, or, to seismically reinforce the building to State Historic Building Code, if needed.

The proposed Planning Code text appears in Appendix F, Part 2, p. F-9.

(2) Provide an additional development allowance to encourage retention and restoration of significant buildings

To encourage the retention and restoration of significant downtown buildings, the City Planning Commission could approve an additional floor area allowance of up to 50 percent of the restored buildings' gross floor area, if such an allowance will result in the owner's retaining the building and, if necessary, undertaking a program of facade restoration and, or, seismic reinforcement pursuant to the provisions of the State Historic Building Code. This credit could be used in conjunction with development on another site in the same zoning district or a special development district. (See (4) below.)

The proposed Planning Code text appears in Appendix F, Part 2, p. F-9.

(3) Carefully control new development in areas with concentrations of significant buildings

The older part of downtown, which contains a concentration of architecturally and/or historically significant buildings, deserves special protection to avoid unnecessary loss of those significant buildings and to assure that new development is compatible with the general character of the area created by the older significant buildings. Parts of

this area -- essentially the retail district and along Market Street -- also require special controls to assure that new development does not substantially reduce sunlight penetration at the sidewalk and plaza level. This area should be designated as a conservation district with special requirements including requiring conditional use review of new development in certain situations. The boundaries are shown on Map 4 and the requirements and conditional use criteria are set forth in Appendix F, Part 3, p. F-11).

(4) Redirect growth to other downtown locations

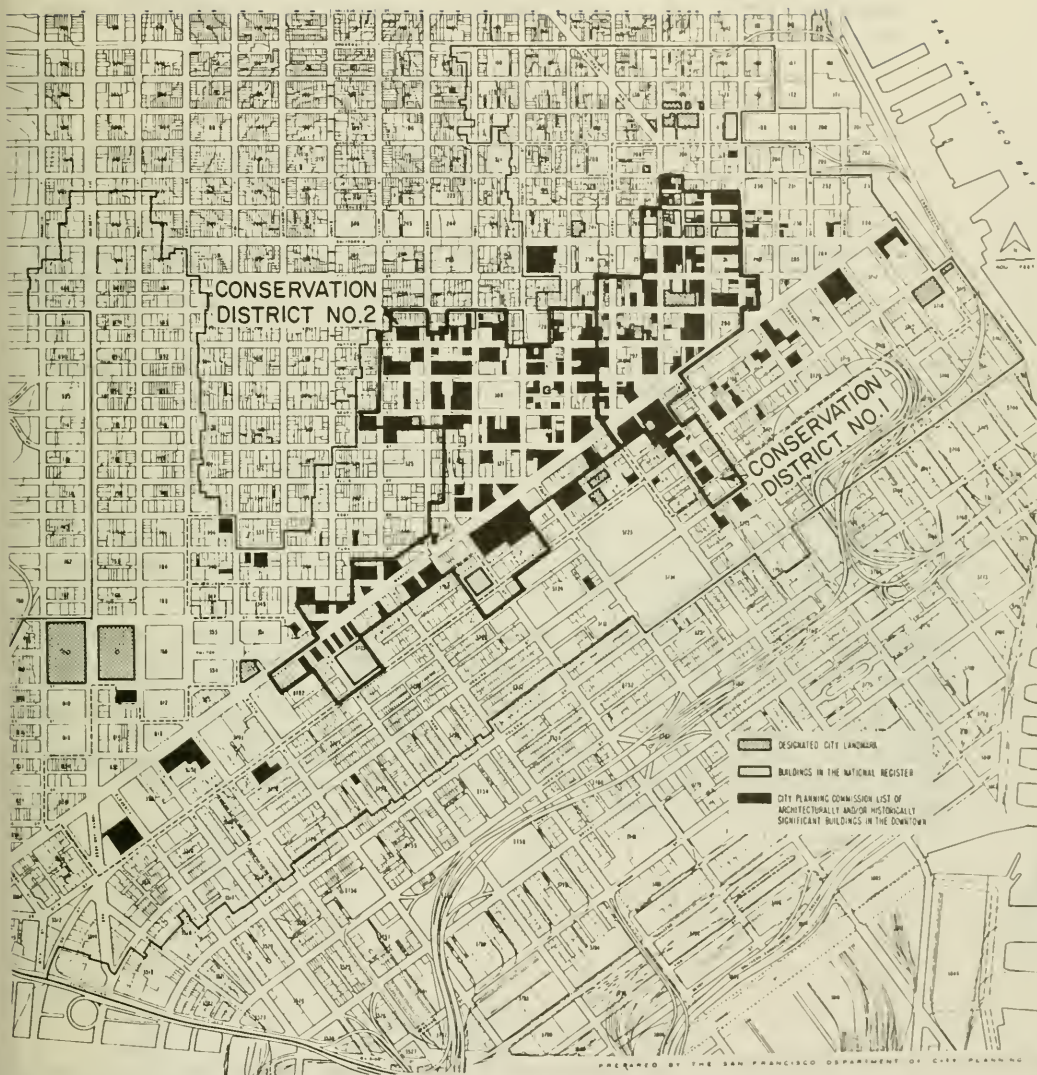
The number of development sites in the existing C-3-0 district which do not contain architecturally significant buildings is quite limited. New development in this area increasingly threatens the loss of these buildings. At the same time, new office development is occurring south of the C-3-0 district and in the Market--Van Ness area at less than proposed C-3-0 densities. (These areas are zoned C-3-G and C-3-S respectively.) There are few architecturally significant buildings in these areas. In order to redirect growth to these areas, it is proposed that these areas be permitted to be developed at C-3-0 densities with an equivalent reduction in development potential in the existing C-3-0 district. The maximum allowable F.A.R.s without additional allowances are proposed to be 6 in the C-3-S district, 8 in the C-3-G district, and 12 in the C-3-0 district. (See F.A.R. table, page 3.)

Growth would be redirected in the following way. The two areas would be designated special development districts in the Planning Code. That portion of the expanded C-3-0 which is currently zoned C-3-G (the Market - Van Ness area) would be allowed to go from 8 to 12 FAR, and that portion currently zoned C-3-S (the Howard-Folsom east of Third area) would be allowed to go from 6 to 12 FAR by transferring development rights from an eligible site in the existing C-3-0 district. (The two areas are shown on Map 5 and the eligible sites are mapped and listed in Appendix F, Part 1, p. F-1.) Thus growth would be permitted in the new areas at increased densities only with commensurate reduction in growth potential in the existing C-3-0 district. (See Appendix F, Part 5, p. F-19 for the proposed Planning Code text.)

G. INDUSTRY

Concern: That downtown office growth and new housing not result in substantial displacement of industry.

Approach: Protect industrial areas from disruptive effects of office and housing development.



**ARCHITECTURALLY AND/OR HISTORICALLY  
SIGNIFICANT BUILDINGS, DESIGNATED LANDMARKS  
AND  
DOWNTOWN CONSERVATION DISTRICTS.**



(a) It is proposed that the planning code be revised to make primary office and residential uses, conditional uses in the C-M and M-1 and M-2 districts. The City Planning Commission would be required to find prior to approving the conditional use, that:

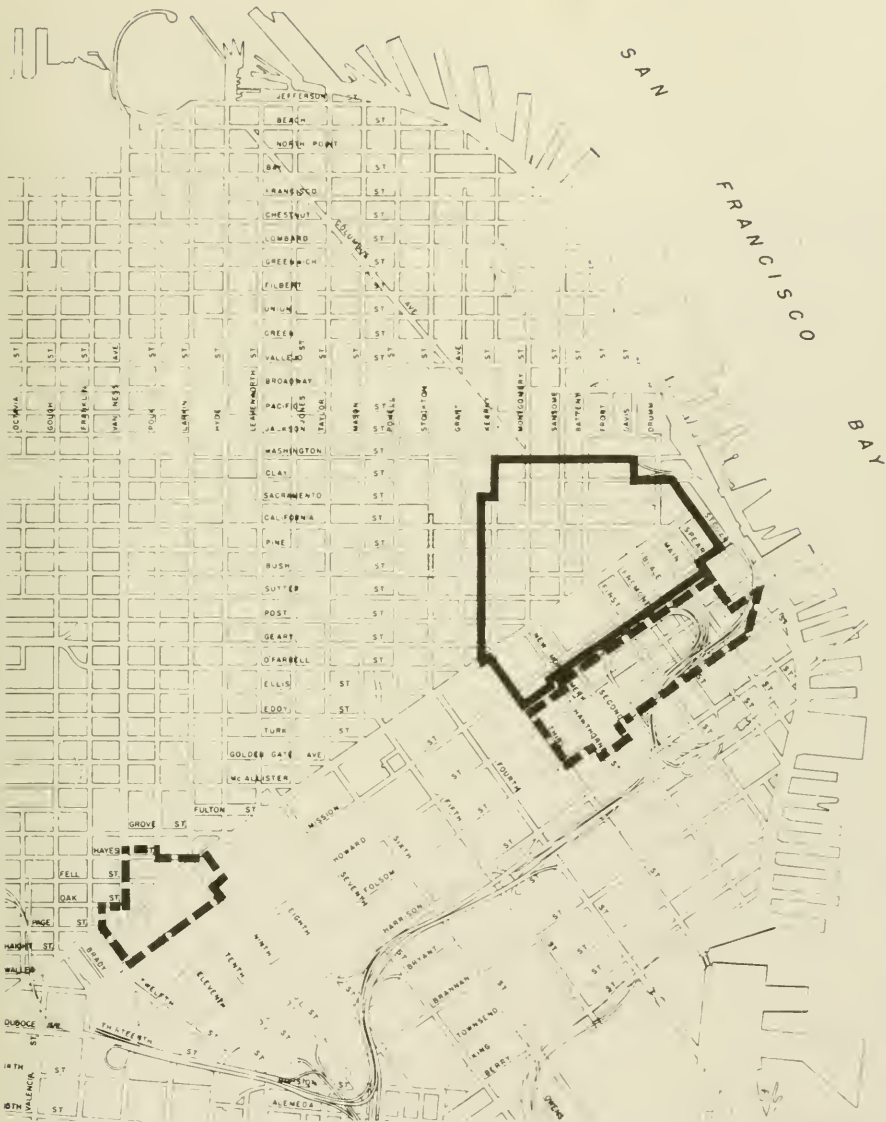
- 1) the site is not likely to be marketable for industrial use in the foreseeable future;
- 2) the office or residential use will not be incompatible with industrial uses on adjacent properties; and
- 3) if the proposed use is office use within the area bounded by Channel Street, Eighth Street, the Embarcadero and the northerly edge of the M-1 district generally along Folsom Street, the character of the office use will be of a service nature to the downtown.

(See Appendix G, Part 1, p. G-1 for the Proposed Planning Code text.)

#### H. CUMULATIVE IMPACT ASSESSMENT

Concern: That accumulation of projects over time will have significant cumulative impacts which are difficult to identify and assess on an individual project basis.

Approach: Keep cumulative impact information current. The downtown EIR will provide much information on cumulative impact. After the downtown EIR is complete, each project sponsor should contribute funds to a pool to be used to keep the cumulative impact data current over time. Drawing on that cumulative impact data, individual project sponsors thereafter would continue to prepare their individual environmental assessments on their own time schedules.



## AREAS FOR REDIRECTED GROWTH

C-3-O BOUNDARIES ———

BOUNDARIES OF SPECIAL DEVELOPMENT DISTRICTS - - - - -





## APPENDICES



APPENDIX A. BUILDING SIZE, DESIGN AND APPEARANCE

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APPENDIX A: PART 1  
PERMITTED FLOOR AREA: PROPOSED  
PLANNING CODE TEXT

Amend Sec. 124 to read as follows:

Sec. 124 BASIC FLOOR AREA RATIO. (a) Except as provided in Subsections (b), (c), (d) and (e) of this section, the basic floor area ratio limits specified in the following table shall apply to each building or development in the districts indicated.

Table 1

Basic Floor Area Ratio Limits

<u>District</u>	<u>Basic Floor Area Ratio Limit</u>
RH-1(D), RH-1, RH-1(S), RH-2, RH-3, RM-1, RM-2	1.8 to 1
RM-3	3.6 to 1
RM-4	4.8 to 1
RC-1, RC-2	1.8 to 1
RC-3	3.6 to 1
RC-4	4.8 to 1
C-1, C-2	3.6 to 1
C-3-O	12.0 to 1
C-3-R	6.0 to 1
C-3-G	8.0 to 1
C-3-S	6.0 to 1
C-M	5.0 to 1
M-1, M-2	5.0 to 1

(b) In R districts, the above floor area ratio limits shall not apply to dwellings.

(c) In a C-2 district the basic floor area ratio limit shall be 4.8 to 1 for a lot which is nearer to an RM-4, RC-4 or C-3 district than to any other R or C district.

(d) In the Automotive Special Use District, as described in Section 237 of this Code, the basic floor area ratio limit shall be 6.0 to 1.

(e) In the Northern Waterfront Special Use Districts, as described in Sections 240 through 240.3 of this Code, the basic floor area ratio limit in any C district shall be 5.0 to 1.

Delete existing Sec. 126 and add the following new section:

Sec. 126 ADDITIONAL DEVELOPMENT ALLOWANCES, C-3 DISTRICTS.

(a) In any C-3 district, the additional development allowances specified in the following table, where applicable, may be added to the basic floor area ratio limit to determine the maximum floor area ratio for a building or development.



Each additional development allowance is more fully described in and limited by Subsection (b) below. Each separate allowance shall be credited where it applies except that the total floor area for the building or development may not exceed the maximum floor area ratio with all allowances as shown in Table 2.

The primary purposes of these development allowances are to facilitate the provision of housing and ground floor convenience retail uses in the downtown area and to promote the preservation and restoration of architecturally and/or historically significant buildings in the downtown area.

Table 2

Maximum Additional Floor Area Ratio Allowances

In C-3 Districts

	<u>C-3-O</u>	<u>C-3-R</u>	<u>C-3-G</u>	<u>C-3-S</u>
Housing	5	4	4	2
Preservation	3	2	2	0
Retail	.5	0	.5	.5
Maximum Floor Area Ratio with all Allowances	17	10	12	8

(b) The following requirements shall apply to the allowances listed in Table 2:

1. Housing. Up to the maximums listed in Table 2, floor area in excess of the basic floor area ratio listed in Table 1 shall be allowed for the gross square footage of residential uses included as part of the project.
2. Retail. Up to the maximums listed in Table 2, floor area in excess of the basic floor area ratio listed in Table 1 shall be allowed for the gross square footage of small scale commercial establishments (not to exceed 2,000 square feet per establishment and not including financial institutions) required by the Department of City Planning pursuant to Sec. 165 of this Code.
3. Preservation (Transfer of Development Rights; Retention and Restoration Allowance). Up to the maximums listed in Table 2, floor area in excess of the basic floor area ratio listed in Table 1 shall be allowed for the gross square footage permitted to be transferred pursuant to Section 127(b) of this Code and/or allowed pursuant to Section 127(c).

APPENDIX A: PART 2  
SPECIAL EXCEPTIONS FOR INCREASED HEIGHT  
IN CERTAIN HEIGHT DISTRICTS: PROPOSED  
PLANNING CODE TEXT.

Add a new subsection, 263.4 as follows:

Sec. 263.4 Special Exceptions: C-3 Districts

(a) In the height districts designated 130, 160, 200 and 225 in the C-3 Districts on Sectional Map No. 1 of the Zoning Map, height exceptions may be approved by the City Planning Commission in appropriate cases as provided herein. The purpose of providing for such exceptions is to encourage the provision of housing with adequate access to light and air in these districts.

(b) Such height exceptions may be permitted provided that the height of the building or structure so approved by the City Planning Commission shall not be more than 50 feet higher than the height specified in the height district and only residential uses are provided within this additional height.

(c) In acting upon any application under this section, the City Planning Commission shall consider the criteria stated in Section 303(c) and in addition shall consider the setting and design of the building or structure so that the added height will not conflict with the purposes stated in Section 251.

APPENDIX A: PART 3  
BULK LIMITATIONS: PROPOSED  
PLANNING CODE TEXT

Amend Section 270 to read as follows:

Sec. 270. BULK LIMITS: MEASUREMENT. (a) The limits upon the bulk of buildings and structures shall be as stated in this section and in Section 271. The terms "height", "plan dimensions", "length" and "diagonal dimensions" shall be as defined in this Code. In each height and bulk district, the maximum plan dimensions shall be as specified in the following table, at all horizontal cross-sections above the height indicated.

Table 7

Bulk Limits

Maximum Plan Dimensions  
(in feet)

District on Symbol Zoning Map	Height Above which Dimensions Apply (in feet)	<u>Length</u>	<u>Diagonal Dimension</u>	<u>Average Floor Area</u>	<u>Average Diagonal Dimension</u>
A	40	110	125		
B	50	110	125		
C	80	110	125		
D	40	110	140		
E	65	110	140		
F	80	110	140		
S	65**			20,000 s.f.*	200*
J	40	250	300		
K	60	250	300		
L	80	250	300		
M	100	250	300		
OS	See Section 290.				
X	This table not applicable. But see Section 260(a)3.				

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\* This limit is an average and applies only to that portion of the building above 65'. The limit may be exceeded in floors below the midpoint of the building provided equivalent reductions are made in floors above the midpoint and the average does not exceed the limit. The average floor area of the floors above the midpoint of the overall building height shall be 2/15ths less than the average floor area of the floors below the midpoint. Where the base of a tower is enclosed in a surrounding low structure, the floor area of the base floors shall be assumed to be identical to area of the floor immediately above the surrounding structure. That differential may be

reduced 5% for each 1,000 square foot reduction of average floor area until the average floor area is 10,000 square feet at which point no further differential in average floor area is required.

\*\* Exceptions up to 125 feet may be granted under Section 271(c).

(b) These limits shall not apply to the buildings, structures and equipment listed in Section 260(b)2(K),(L),(M) and (N) of this Code, subject to the limitations expressed therein.

APPENDIX A, PART 4  
ARCHITECTURAL EMBELLISHMENTS: PROPOSED  
PLANNING CODE TEXT

Amend Sec. 136(c)(1), add a new Sec. 136(c)(2) and renumber existing Sec. 136(c)(2) as follows:

Sec. 136. Obstructions Over Streets And Alleys And In Required Set Backs, Yards, And Usable Open Space.

...

(c) The permitted obstructions shall be as follows:

Streets and Alleys	Set- backs	Yards	Usable Open Space
X	X	X	X

1. Overhead horizontal projections (leaving at least 7-1/2 feet of headroom) of a purely architectural or decorative character such as cornices, eaves, sills and belt courses, with a vertical dimension of no more than six feet, not increasing the floor area or the volume of space enclosed by the building, and not projecting more than:

(A) At roof level, four feet over streets and alleys and into set-backs, or to a perimeter in such required open areas parallel to and one foot outside the surfaces of bay windows immediately below such features, whichever is the greater projection;

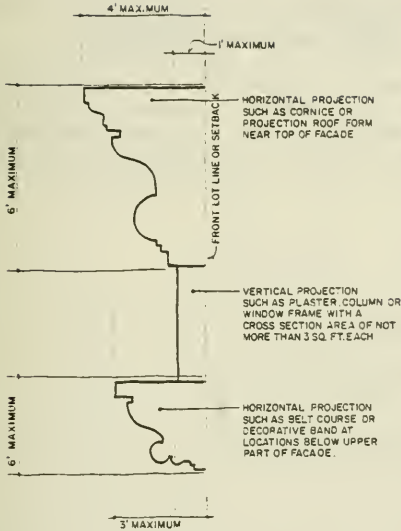
(B) At every other level, three feet over streets and alleys and into set-backs, into yards and usable open space or 1/16 of the required minimum dimensions (when specified) or such open areas, whichever is less.

X            X            X            X

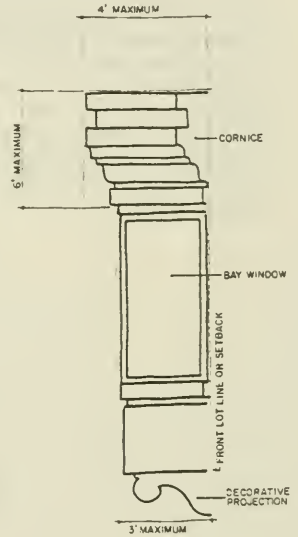
2. Overhead vertical projections (leaving at least 7-1/2 feet of headroom) of a purely architectural or decorative character such as pilasters, columns, window frames, with projecting horizontal section area of not more than three square feet, not increasing the floor area



or the volume of the space enclosed by the building, and not projecting more than one foot at all other points between overhead horizontal projections over streets and alleys and into set-backs.



ARCHITECTURAL PROJECTION OR DECORATION

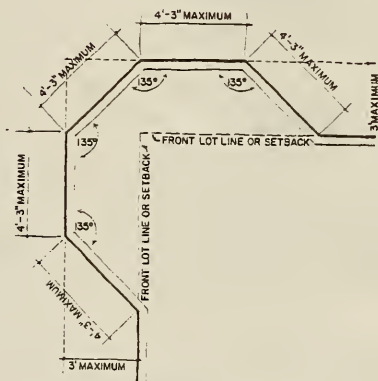


PROJECTING BAY WINDOW

Add a new Sec. 136(c)(2)(F) and renumber and revise existing Sec. 136(c)(2)(F) as follows:

(F) The maximum size of a corner bay shall be defined by an octagon measuring four feet three inches on each side projecting not more than three feet beyond any property line or intersecting point of two property lines.

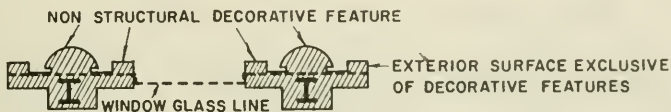
(G) The minimum horizontal separation between bay windows, between balconies between bay window and building corner (except for a corner bay as defined in F), and between bay windows and balconies (except where a bay window and a balcony are located immediately adjacent to one another, as provided for in Subparagraph (c)2(E) above), shall be two feet at the line establishing the required open area, and shall be increased in proportion to the distance from such line by means of 135 degree angles drawn outward from the ends of such two-foot dimension, reaching a minimum of eight feet along a line parallel to and at a distance of three feet from the line establishing the required open area.



CORNER BAY WINDOW

Amend the first sentence of Section 102.8 to read as follows:

Sec. 102.8 Floor Area, Gross. The sum of the gross areas of the several floors of a building or buildings, measured to the glass line at windows and to an exterior plane excluding decorative non-structural features that do not increase the usable floor area or from the center lines of walls separating two buildings.



APPENDIX A, PART 5  
DOWNTOWN URBAN DESIGN POLICIES: PROPOSED  
MASTER PLAN TEXT

DOWNTOWN URBAN DESIGN POLICIES

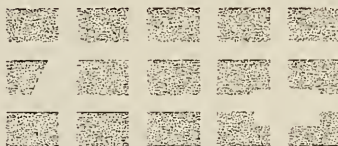
These policies expand upon a number of the policies of the Urban Design Plan, an element of the Master Plan, and more specifically apply them to the downtown. The general policies of the Urban Design Plan will continue to apply.

Policy 1: CONSERVE THE TRADITIONAL STREET AND BUILDING RELATIONSHIP THAT CHARACTERIZES DOWNTOWN SAN FRANCISCO.

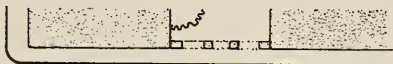
San Francisco is characterized by streets sharply defined by buildings placed at the property line with little or no space between buildings. This historical pattern of development gives San Francisco the intense urban quality that distinguishes the City from surrounding communities.



To preserve this pattern structures should generally be built to the street property line along the entire frontage to a sufficient height for proper definition of street space. Exceptions should be allowed to create open space and circulation space where desirable and appropriate. Open spaces should not be so frequent or close together that they undermine the characteristic pattern of development.



Open spaces other than plazas, such as gardens and urban parks, should be clearly defined as separate spaces to avoid weakening the definition of street space.



POLICY 2: CREATE AND MAINTAIN ATTRACTIVE, INTERESTING STREETSCAPES WITH A POSITIVE HUMAN SCALE.

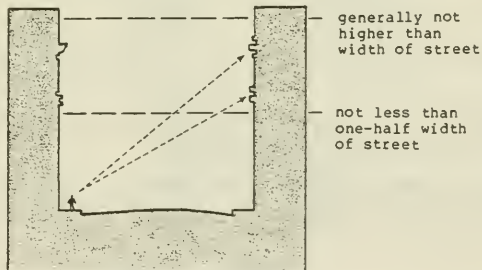
Streets should be interesting and pleasant places to walk. The elements of the streetscape which create a positive human scale include active ground floor uses and interesting architectural features within the limits of peripheral vision. Architecturally defined bases on tall buildings help to create a comfortable human scale. Bases can be defined by change of material, color, texture and architectural projections.

Ground floor space fronting on streets, pedestrian ways, plazas, and courtyards should be devoted to retail and service uses (not including financial institutions) which are of interest to pedestrians and which meet the needs of customers generated by the proposed building and nearby buildings. Attention to surface treatment and street landscaping and furniture should contribute to maintaining a positive pedestrian environment.

**STREETSCAPE DESIGN CONCEPTS**

**HEIGHT**

The height or plaza space can be defined by a strong horizontal line in the abutting building facades. In the case of low buildings this may be the roofline; in tall buildings it is usually a belt course or its modern equivalent. The line could suggest the presence of an invisible horizontal plane extending out into space forming the psychological "ceiling" of the street or plaza. The best range of heights is within the limits of peripheral vision, evokes the proportions of a pleasingly proportioned room, and encompasses the total width of the street and all street furniture.



**RETAIL USES**

Shops and restaurants contribute liveliness and visual interest to street frontages, lobbies and plazas of office buildings. On the other hand, financial institutions along street frontages detract from the vitality of the streetscape and should be discouraged.



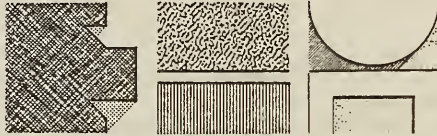


## ARCHITECTURAL FEATURES

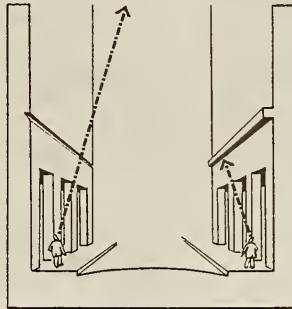
Certain architectural features help define the height of a comfortably-scaled streetspace.

The effectiveness of a belt course line in defining street space and scale depends upon the visual strength of the line.

Deep shadowlines, change in materials, texture or architectural treatment are among the many design devices used to enhance the visual importance of the belt course line.

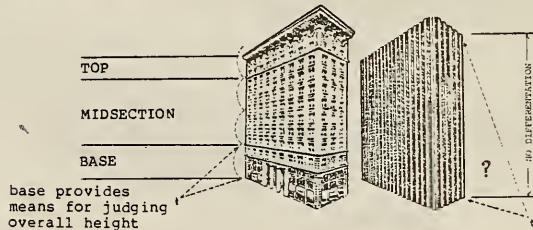


A shadowline created by a projection is effective when the viewer is close to the base of a building as well as from across the street. An inset shadow line tends to disappear when viewed near the base.



Arcades create deep shadows and are an effective scale-giving and space-defining feature; however, a smooth unbroken facade plane can minimize its effectiveness.

The perception of scale can be facilitated through a combination of large and small scale elements and the endless repetition of a single module avoided through use of a combination of large and small scale elements in facade patterns.

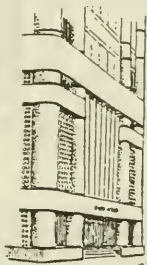


A building that provides no clue for estimating scale does not contribute any sense of scale to the space around it.

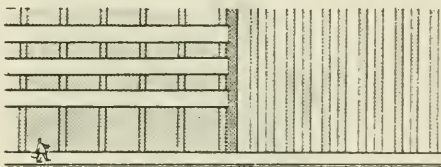
The illusion of larger stories that embrace or frame several standard floors or through emphasis of form elements several floors in height, as illustrated above on the left, can minimize the impression of excessive density.

Incorporation of visually interesting details and/or decoration into the design of the base avoids an excessively dull frontage.

Decorative features, including the bold complex detailing found on some contemporary designs, provide needed visual interest for the pedestrian. Without such features for the eye to explore and discover, the pedestrian experience becomes tedious.

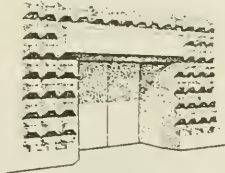


Decorative embellishments provide the pedestrian with a variety of objects to discover and observe under varying conditions of light and shade.



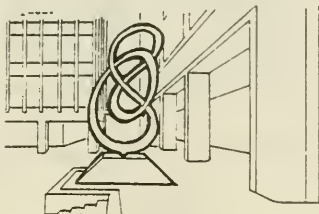
Severe contemporary facades when grouped together often result in a dull and uninteresting pedestrian environment.

When blank walls are unavoidable, they can be made less oppressive through the use of interesting patterns and scale-giving features.



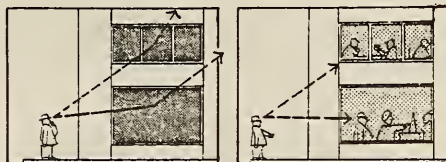
#### SCULPTURE

Sculpture and fountains can transform undistinguished areas into places of excitement and interest and should be encouraged. Sculpture can also be used to enhance the three-dimensional quality of space.



## GLASS

The use of clear untinted glass on the first two or three floors of buildings permits pedestrians to glimpse the activity within, contributing to the overall sense of liveliness of the street.



Dark tinted windows create a blank impersonal street front with no sense of life or activity.

## FLAGS

Colorful banners and flags inject color and life into somber streetscapes. San Francisco, once known as the City of Flags, should revitalize this tradition by providing mountings for flags in the design of major projects.



POLICY 3: MAINTAIN THE ARCHITECTURAL RICHNESS OF DOWNTOWN BY PRESERVING HISTORICALLY AND ARCHITECTURALLY SIGNIFICANT BUILDINGS IN AN ATTRACTIVE SETTING.

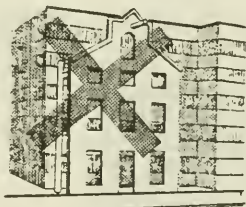
Downtown San Francisco is blessed with many buildings with special architectural quality. These buildings should be retained wherever possible. In cases where the buildings have been altered in ways which detract from their architectural quality they should be restored.

Facades, decoration, interesting interiors and other elements of buildings which are otherwise not of landmark quality should be incorporated harmoniously into the design of new buildings.

DESIGN CONCEPTS

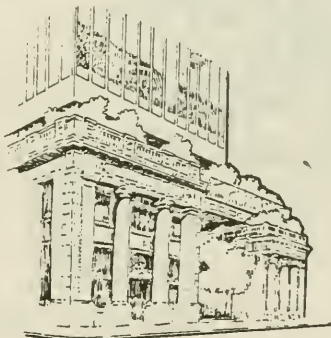
When incorporating all or part of an existing building into a new and larger structure, the older facade should not be overwhelmed by the surrounding building. Transitional forms should be created in the new construction, or the older facade set off in a way that allows it to stand with proper dignity.

When thin facades are retained they tend to appear as a funereal reminder of a more vigorous past.



Only when active uses are behind the windows can there be a vital sense of continuity.

The street scale of older buildings should be respected when they are incorporated into new construction.



Small buildings are made part of similar scale base which is set off from soaring tower by an indentation.

**POLICY 4:** IN AREAS WITH CONCENTRATION OF OLDER BUILDINGS, DESIGN NEW BUILDINGS IN A MANNER SYMPATHETIC TO THE SCALE, FORM AND PROPORTIONS OF OLDER BUILDINGS, PARTICULARLY THOSE OF OUTSTANDING QUALITY.

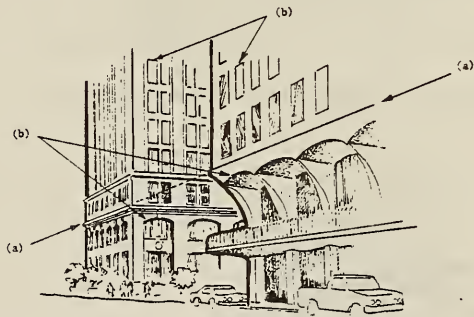
The bulk of new buildings should be articulated to create transitional scaled elements that relate harmoniously to the older building(s). Structures that are much larger should be visually divided into more agreeable scaled elements.



Use of similar proportions in windows and other features to the older structure(s), incorporation of important building lines (such as belt course and cornice lines) into the new building.

Reflection of major horizontal divisions of the facade(s) of the existing building(s), and use of similar materials and degree of detail in appropriate portions of the facade of new buildings are all techniques for achieving compatibility.

Reinforce important scale-giving building lines. (a)

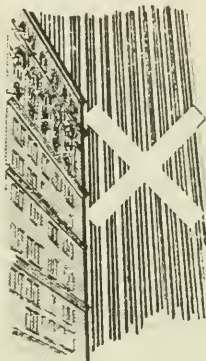


Express a compatible building approach. (b)

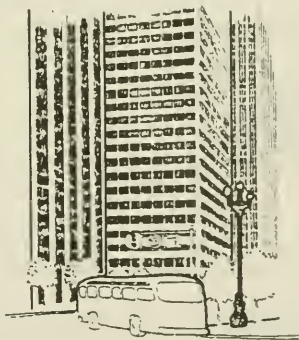


POLICY 5: INSURE THAT LARGE NEW FACADES RELATE HARMONIOUSLY WITH NEARBY FACADE PATTERNS AND DO NOT CONTRIBUTE TO AN UNPLEASANT STREETScape.

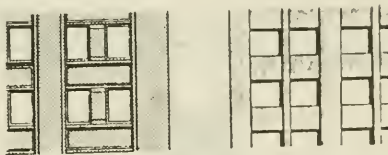
When designing the facade pattern for new buildings the pattern of large nearby existing facades should be considered to avoid unpleasant juxtapositions. Incongruous materials, proportions, and sense of mass and complexity should be avoided.



An all-vertical facade relates poorly to an all-horizontal facade pattern.



Facades composed of both vertical and horizontal elements fit better with older as well as most new facades.



Those parts of a project that have no direct visual relationship to architecturally important buildings may be treated in a distinctively different manner.

**POLICY 6: DEVELOP A GRACEFUL SKYLINE IN HARMONY WITH THE TEXTURE OF DEVELOPMENT ON SURROUNDING HILLS.**

**DESIGN CONCEPTS**

As buildings increase in height, they should be sculptured or shaped to appear increasingly slender and delicate.

Modifying the silhouette of a building and making the more visible upper portion more slender can offset bulkiness of more moderate-sized projects.



Articulation of the mass without altering the silhouette is not as effective in reducing visual bulkiness as when the height of the parts are varied.



The top of new buildings of similar height to other nearby highrise towers should be shaped and detailed to disguise the similarity. The position of the building in the skyline should be considered in shaping the top.

When several highly visible towers are of similar height they can provide the effect of a ledge or benching that is at odds with San Francisco's hill forms. Major new construction should avoid lining up with existing "benches" or creating new ones.



Variations in the shape of building tops can help disguise the similarity of height when only two buildings are involved, but when three or more structures are involved significant differences in height are required.

The bulk of a highly visible building should be evaluated in relation to a broad section of the Cityscape.

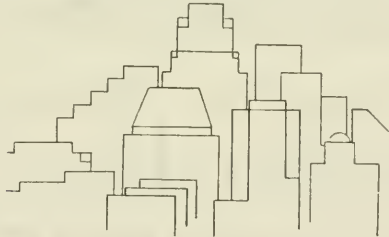


Excessively wide bulky buildings intrude into the Cityscape in an awkward incompatible manner as well as block views from hills.

The shape given to the top portion of large buildings should consider the building's position in City views and contribute to pleasing overall composition.



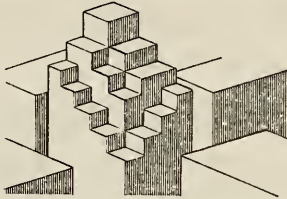
Tall buildings that figure prominently in the silhouette of the City should have sculptured tops that relate gracefully with adjacent buildings.



Buildings that are below the silhouette but still figure prominently in views should contribute to an overall sculptural form and avoid awkward or cverscaled blunt forms.

The tops of low, as well as high, buildings should be interesting to look at from nearby towers. Where appropriate, the tower form should be sculptured to minimize shadows on popular public open spaces.

Development of tall well-composed buildings with sculptured tops can mask or soften the effect of existing box-shaped buildings on the skyline.



The impression of excessive building bulk in a project when viewed as part of the cityscape should be avoided by creating the effect of an aggregation of smaller parts that individually harmonize in scale with surroundings.

The intricate stepping up of buildings on San Francisco's hillsides is a dominant pattern within the City. Generally the pattern is fine-scaled, accented by scattered somewhat larger forms, and topped by towers on the most notable hills.

When a building is so large that the change of scale is excessive, the effect is displeasing and out of character with the dominant pattern.

Small scale articulations echoing the texture of San Francisco's hillside development can disguise or moderate the effects of large scale buildings.

The importance for moderating the appearance of bulk varies in direct proportion to the visibility of different sides of the building.



A bulky building surrounded and effectively screened by existing buildings is of concern only for its visual impact upon the immediate pedestrian environment.

The adverse impact of bulk can, unlike height, be mitigated through design in some circumstances.

Creating the effect of a cluster of more compatibly scaled building elements can be an effective method for reducing the apparent bulkiness of very large projects.

APPENDIX A: PART 6  
WORKS OF ART:  
PROPOSED PLANNING CODE TEXT

Add a new section 147 as follows:

Section 147. Works of Art

In the case of construction of a new building or addition of floor area equal to 20 percent or more of an existing building in a C-3 district, works of art costing an amount equal to 1% of the total construction cost of the building or addition shall be installed and maintained by the owner or developer in publically accessible areas on the site of the building or addition or the site of its required recreation and open space, or on adjacent public property. Said works of art may consist of sculpture, bas-relief, mosaics, paintings or tapestries or a combination thereof and shall be displayed in a manner that will enhance their enjoyment by the general public.

APPENDIX A-7  
REQUIREMENT OF INSTALLATION OF STREET TREES:  
PROPOSED PLANNING CODE TEXT

Amend Sec. 143 to apply to R-C districts by adding the following underlined words:

Sec. 143. Street trees, R and C-3 districts. (a) In any R or C-3 district, street trees shall be installed ...





## APPENDIX B. RETAIL SERVICES

	<u>Page</u>
PART 1: Retail Sales and Personal Services Space Requirements in New Development: Proposed Planning Code Text.	B-1
PART 2: Downtown Commercial Recreational Districts: Proposed Planning Code Text	B-2



APPENDIX B, PART 1  
RETAIL SALES AND PERSONAL SERVICES SPACE  
REQUIREMENTS IN NEW DEVELOPMENT:  
PROPOSED PLANNING CODE TEXT

Add a new Article 1.6 to the Planning Code as follows:

ARTICLE 1.6 RETAIL SALES AND PERSONAL SERVICES

Sec. 165 Retail Sales and Personal Services Requirements

(a) General

This Article 1.3 is intended to assure that retail services are provided in certain use districts in amounts and in a manner that will be consistent with the objectives and policies of the San Francisco Master Plan.

- (b) Space Required. In the C-3-0, C-3-G and C-3-S use districts the Department of City Planning may require the inclusion of small scale (not exceeding 2,000 square feet per establishment) spaces for retail sales and personal service uses (but not including financial institutions) on the ground floor of any structure to help meet the convenience retail shopping, service and eating needs of office workers and visitors and to provide retail frontage on streets, pedestrianways, plazas and courtyards abutting the structure.

APPENDIX B. PART 2  
RETAIL SERVICES: DOWNTOWN COMMERCIAL  
RECREATIONAL DISTRICTS:  
PROPOSED PLANNING CODE TEXT

SECTION 242. DOWNTOWN COMMERCIAL RECREATION DISTRICTS.

Add a new Section 242 as follows:

Sec. 242. There shall be special use districts to be known as Downtown Commercial Recreation Districts, as designated in Sectional Map No. \_\_\_ of the Zoning Map. (Note: The map will include all lots fronting on the following streets and alleys:

Commercial	between	Battery	and	Kearny
Leidesdorff	"	Clay	"	Pine
Trinity	"	Bush	"	Sutter
Compton/Tillman	"	Sutter and Post	and	Stockton off Grant
Maiden Lane	"	Stockton and Kearny		
Belden	"	Pine	"	Bush
Front	"	California	"	Sacramento
Ecker	"	Stevenson	"	Mission
Annie	"	Market	"	Mission
Jessie	"	New Montgomery and Fifth		
Natoma	"	Second and eastern half of block		
		between Montgomery and 3rd Street		
Hardie Place	"	Sutter and Bush off Kearny		
Security Pacific	"	Stockton and Grant off O'Farrell.)		

Section 242.1 Objective. Intimate, small scale, pedestrian-oriented streets containing clusters of restaurants, shops and other retail uses are important attributes of the downtown. Such clusters have developed or are developing spontaneously in several streets and alleys in certain portions of the downtown. Retention of the character of these areas is important to the continued prosperity and livability of the downtown. Such areas are rare and merit conservation even though their architecture may be undistinguished. The objective in protecting such areas is not to retain existing buildings and preclude new ones but to assure that new development does not destroy the essential character of these streets.

Sec. 242.2 Requirements. Any building on a site within a Downtown Commercial Recreation District shall be permitted only upon approval by the City Planning Commission as a conditional use under Section 303 of this Code. In considering any application in these Special Use Districts, the City Planning Commission shall apply the following requirements in addition to the criteria stated in Section 303(c):

- (a) The feeling of small scale, informal development at street level shall be retained;



- (b) A street frontage composed predominantly of small shops, restaurants and food and beverage services shall be maintained;
- (c) Consistent with adequate pedestrian circulation space shops and food services shall be expanded into the public space where appropriate and feasible.
- (d) Lobbies and entrances shall be limited to 15 feet street frontage or less.
- (e) The building shall be sited and shaped to maximize sunlight penetration to the street. For this purpose the building may be required to be set back above 40 feet in a series of steps defined by a 75 degree plane starting at the property line at the 40 foot elevation to a maximum set back of 50 feet.



APPENDIX C: RECREATION AND OPEN SPACE

	<u>Page</u>
Part 1: Downtown Recreation and Open Space Policies: Proposed Master Plan Text	C-1
Part 2: Downtown Recreation and Open Space Requirements: Proposed Planning Code Text	C-3
Part 3: Guidelines for Recreation and Open Space Features: Proposed Administrative Guideline Text	C-6



APPENDIX C, PART 1  
DOWNTOWN OPEN SPACE POLICIES:  
PROPOSED MASTER PLAN TEXT

Add the following policies to the Recreation and Open Space Element of the Master Plan as a separate section on Downtown:

DOWNTOWN

OBJECTIVE: PROVIDE A VARIETY OF OPPORTUNITIES FOR DOWNTOWN WORKERS, SHOPPERS AND VISITORS TO ENJOY OPEN SPACE AND RECREATION.

Policy 1: Develop public properties within and adjacent to Downtown for Recreation and Open Space Uses.

A large part of the downtown is within easy walking distance of the Waterfront. The shoreline north and south of the Ferry Building can provide unparalleled open space experiences for people working in and visiting the downtown. BCDC, through its Bay Plan, and the City, through its Northeastern Waterfront Plan the Rincon Point Redevelopment Plan, and development plans of the Port, call for major new open space development on the shoreline. Implementation of these plans can result in one of the great downtown waterfronts of the world.

Similarly the undergrounding of the convention center and the plans for the central blocks of Yerba Buena Center offer the promise of a different kind of recreation and open space experiences, with cultural, recreational, and commercial facilities in an urban park setting.

Every effort should be made to carry out these plans.

Policy 2: Expand open space use of publicly owned rights of way.

Recreation and open space use of publically owned rights of way should be expanded and enhanced. The Market Street Improvement project identified and developed unneeded portions of street right of way into plazas with sunny sitting areas. Similar opportunities exist elsewhere. For example, some lightly used streets and alleyways could be converted into lunch time malls where outdoor dining could be moved into the street area. Where conditions permit certain blocks might be converted into permanent plaza or park space. Jones and Grant Streets and the first block of Sansome Street are examples of streets with a potential for open space use.



Policy 3: Require useable indoor and outdoor open space, accessible to the public, as part of new downtown development.

As development intensifies, greater demands are placed on the limited downtown park space. Given fiscal constraints, the public sector cannot acquire all the additional open space required to keep pace with the increased need. New private development should be responsible for providing recreation and open spaces commensurate with the demand that the development will create for such downtown spaces.

Different kinds of spaces should be provided to assure that a variety of recreation and open space experiences are available to a diverse population. They might take the form of a galleria, a sun and view terrace, a through block pedestrian way, a landscaped garden, a plaza, a recreational or cultural facility, or even a botanical garden. The designs of these various features should consider the needs of population groups and wherever possible provide for those who desire a quiet, secluded location as well as those who enjoy crowds and activity. A food and beverage service should generally be located in or adjacent to open spaces to facilitate public use and enjoyment.

Land costs may prevent the public assembly of large parcels of land for creation of major parks on the order of Union Square and Portsmouth Square. However, development of Transamerica Redwood Park and Levi's Place park indicate the kinds of urban parks that can be developed in conjunction with private office development. Such urban parks, at well spaced intervals, should exist throughout the downtown.

DOWNTOWN RECREATION AND OPEN SPACE PLAN (to be prepared)

(NOTE: This Plan will be a map similar to the Neighborhood Recreation and Open Space Plan map on p. 18 of the Recreation and Open Space Element of the Master Plan. It will indicate the subareas within downtown which are particularly deficient in open space and identify opportunity sites for open space development. This plan map will serve as a guide to where open space development should be particularly encouraged.)

APPENDIX C, PART 2  
RECREATION AND OPEN SPACE REQUIREMENTS:  
PROPOSED PLANNING CODE TEXT

Add Sec. 102.17 as follows and renumber Sections 102.17 to 102.24 accordingly:

Sec. 102.17 Required recreation and open space Any useable recreation and open space area provided in order to meet the requirements of this code.

Add a new Section 146 as follows:

Section 146. Useable recreation and open space shall be provided in the case of a new building or addition of floor area equal to 20% or more of an existing building in C-3 districts in the amount and in accordance with the standards set forth in this Section.

146.1 Character of space provided. Useable recreation and open space shall be composed of an indoor or outdoor area or areas designed to provide a wide variety of recreational and open space opportunities for workers and visitors in the C-3 districts. Such areas may include sidewalk arcades, through block pedestrian ways, plazas, galleries, garden parks, view and sun terraces, urban parks, cultural facilities and recreation facilities. Such area or areas shall be on the same site as the building or may, with the approval of the City Planning Commission, be located off-site on public or private property in a location within the same zoning district or within 500 feet of said zoning district.

If the City Planning Commission determines that the amount of required recreation and open space is not sufficient to provide a useful recreation and open space area the Commission may allow, in satisfaction of the recreation and open space requirement, the provision of improvements, and an agreement to maintain them, on a nearby public property which improvements will make said property useful as public recreation and open space.

146.2 Amount required. Useable recreation and open space shall be provided for each building in the amounts specified in the following table for the district in which the building is located:

<u>Minimum Useable Recreation &amp; Open Space</u>	
Ratio of Square Feet of Useable Open Space for Each Square foot of Gross Square Area of New Building or Addition	
<u>District</u>	
C-3-O	1:25
C-3-R	1:40

- 146.3 Permitted Obstructions. In the calculation of useable recreation and open space the following obstructions shall be permitted: overhead horizontal projections, bays and firescape that will not obstruct pedestrian movement or block required sunlight access; any features on the floor or the area appropriate to the proper functioning of the area.
- 146.4 Standards. Recreation and open space areas approved by the Department of City Planning shall meet the standards contained herein. Said recreation and open space areas shall:
- a) be of adequate size;
  - b) be situated in such locations and provide such ingress and egress as will make the area easily accessible to the general public;
  - c) be well designed and where appropriate be landscaped and provide for the display of public art;
  - d) be protected from wind and rain if the area is of the type that requires weather protection;
  - e) incorporate various features, such as seating and access to food service, which are appropriate to the type of area and which will enhance public use of the area;
  - f) be well lighted if the area is of the type requiring artificial illumination;
  - g) be open to the public at times when it is reasonable to expect public use;
  - h) be designed to enhance user safety and security;
  - i) be well maintained at no public expense;
  - j) be operated in such a manner as will enhance use of the area by the general public;
  - k) have adequate access to sunlight if sunlight access is appropriate to the type of area;
  - l) be consistent with the Master Plan.
- 146.5 Guidelines. Consistent with the foregoing standards, and the purposes and intent of this Code, the City Planning Commission shall adopt and publish more specific guidelines regarding the size, location, design, maintenance and method of operation deemed necessary to

assure the appropriate functioning and appearance of the various kinds of recreation and open space areas which can be provided in satisfaction of the requirements of this section.

146.6 Calculation of Floor Area Ratio. The ground area of a recreation and open space area located on a site non-contiguous to the site of the development giving rise to the recreation and open space requirement may, if located on private property, be counted in computing the allowable floor area for the project provided that:

1. the recreation and open space area and the development site are in the same zoning district;
2. the recreation and open space area is consistent with a downtown open space plan adopted as part of the Master Plan;
3. the City Planning Commission finds that the recreation and open space area represents a major and critically needed open space;
4. the floor area ratio of the project will not exceed the maximum floor area ratio with all allowances as set forth in Section 125(a).

146.7 Required documentation. The provisions of Sec. 127 regarding documentation shall apply to floor area transfers under this section.

APPENDIX C, PART 3  
PROPOSED GUIDELINES  
FOR RECREATION AND OPEN SPACES:  
FOR ADOPTION BY CITY PLANNING COMMISSION

The guidelines to be adopted as follows:

Recreation and Open Space Guidelines

Contained herein are guidelines for the nine kinds of recreation and open space areas that can, with the approval of the Department of City Planning, be developed in satisfaction of the recreation and recreation and open space requirement.

The types of areas are as follows:

<u>Type of Area</u>	<u>Page</u>
1. Sidewalk Arcade	C-8
2. Through-Block Pedestrian Way	C-10
3. Plaza	C-12
4. Galleria	C-14
5. Garden Park	C-16
6. View and Sun Terrace	C-17
7. Urban Park	C-19
8. Cultural Facility	C-21
9. Recreation Facility	C-22

Application of the Guidelines

These guidelines are intended to provide guidance as to how the feature should be developed in order to be approved. They will be flexibly applied. The Department of City Planning may consent to minor variations from these guidelines provided the general spirit and intent of the guidelines are met and provided the feature is still in conformity with the Master Plan.

Variations that achieve one or more of the following benefits will be given favorable consideration:

1. Results in a more unique and interesting feature adding to the diversity of downtown attractions.
2. Increases potential public use and enjoyment of the feature.
3. Contributes to the impression of activity and commercial vitality.
4. Required to properly install and present a significant work of art.



5. Expands the range of potential public uses of the feature.

6. Facilitates a linkage with another open space feature improving the overall attractiveness of both features.

A high degree of design and execution is required for all features. The guidelines should not be regarded in a mechanical sense as defining an adequate level of design. Poor designs, even if they appear to meet each and every guideline, may not be acceptable. Obtaining the services of a good architect and landscape architect can avoid many problems.

The selection of features should be appropriate in the location. Existing amenities in the blocks around the project should be considered. Diversity is desirable.

The criteria refer to the installation of artwork in many of the features. These may be paid for out of the project budget for artwork required by Sec. 147. (Note: See Appendix A, Part 6, p. A-21.)

## 1. SIDEWALK ARCADE

- PURPOSE:** Sidewalk arcades increase the effective width of busy sidewalks, provide sheltered walking and transit waiting areas during inclement weather, can enhance the definition of street space, and can contribute to visually interesting streetscapes.
- MINIMUM SIZE:** The minimum unobstructed width is 7.5 feet and the minimum height is 18 feet; for widths greater than 12 feet the minimum height shall be one and one half times the width.
- LOCATION:** The use, size and location of a sidewalk arcade must be approved by the Department of City Planning. Arcades not fronting a street or open space feature may not be credited unless it can be demonstrated that the arcade provides significant convenience or recreational value such as a sidewalk cafe or sculpture gallery.
- PEDESTRIAN PLAN REQUIREMENTS:** An arcade may be required if the project is in a location where sidewalk widening is called for by a pedestrian network plan adopted by the City Planning Commission as part of the Master Plan.
- STORM AND WIND PROTECTION:** Exposed arcades should include adjustable baffles, awnings, or other devices as required to control wind and prevent penetrating rain.
- ACCESS:** Continuous access should be provided from the sidewalk to the arcade between columns. The elevation of the arcade floor should not differ more than  $\pm 2$  feet from the sidewalk elevation.
- CONTINUITY:** Arcades obstructed at one or both ends will be permitted only if there is a reasonable possibility that the blocking structure will be replaced or altered at some future time. In such instances, knockout panels should be provided.
- OBSTRUCTIONS:** Appropriate seating, tables, information kiosks, sculpture and display cases should be located within the arcade provided the minimum clear width needed for required sidewalk widening is maintained.

- COMMERCIAL: Lively retail and food and beverage service should front wherever possible along arcades. Sidewalk restaurant service is encouraged where wind conditions permit.
- DESIGN: Arcades should be made visually interesting places for pedestrians to use by: (1) Using two or more of the following materials: granite, marble, brick, glazed tile, and terrazzo, create interesting patterns in the floor of the arcade; (2) incorporating significant three-dimensional design features such as vaulting and coffering or a ceiling mural or mosaic into the design of the ceiling.
- LIGHTING: Arcade lighting should be designed to highlight and dramatize the architectural and other special features worked into the design.
- ARTWORK: Sculpture, bas-reliefs, murals or other art of a permanent nature should be included in the design of the arcade.

## 2. THROUGH-BLOCK PEDESTRIAN WAY

PURPOSE:	A through-block pedestrian way facilitates the convenient movement of people by shortening pedestrian walking distance and relieving crowded sidewalks.
MINIMUM SIZE:	The minimum unobstructed width is 15 feet with an average area of 20 square feet per lineal foot, including landscaping, sitting areas, information kiosks, and free standing art.
PEDESTRIAN PLAN REQUIREMENT:	A through-block pedestrian way may be required if the project is located where a pedestrian linkage is called for by a pedestrian network plan adopted as part of the Master Plan.
ACCESS:	The pedestrian way must connect a sidewalk to an opposite or intersecting sidewalk/plaza/urban park.
VISIBILITY:	The pedestrian way should be within the line-of-sight from the street with no hidden zones, except where abutting commercial uses provide informal supervision.
SHELTER:	The pedestrian way should be sheltered from rain and wind, although it need not be entirely roofed.
CLARITY:	The pedestrian way should provide a direct, easily understood route for the user.
MINIMUM OPERATING HOURS:	6:30 A.M. to 6:30 P.M. at least 5 days a week, unless it is a required pedestrian way, in which case it should always be open.
SECURITY GATES:	Gates, if provided, should be designed as elements integrated into an overall design scheme or completely hidden when not in use.
SERVICE AREAS:	Trash receptacles (except those for the public) and storage areas should be screened from view.
SEATING:	One seating space should be provided for each five feet of pedestrian way length. Seating may be grouped at intervals.
LIGHTING:	Lighting should be designed to insure good visibility and to enhance architectural spaces, sculpture, and other art works.

**LANDSCAPING:** Two square feet of landscaping should be provided for each 1 foot of pedestrian way length. Landscaping may be concentrated at intervals and must receive natural illumination. Where landscaping is difficult to integrate it may be substituted by exceptional interior design treatment, including dramatic lighting, the creation of a rich sequence of interesting and contrasting spaces, and the incorporation of artwork into the design.

**HEIGHT:** The height of the pedestrian way should average 18 feet. Pedestrian bridges of not more than 8 feet in width are permitted to cross the pedestrian way provided they are at least 20 feet from another bridge or parallel obstruction. Such bridges need not be computed in the average height.

**DESIGN:** Design the pedestrian way to offer the user an interesting sequence of architectural spaces and/or environments.



### 3. PLAZA

- PURPOSE:** Plazas provide a dramatic opening in dense urban areas with tightly defined streets. They are an outdoor urban room or stage where people gather to enjoy the quality of the space, the show of people and sun.
- MINIMUM SIZE:** 8,000 sq. ft.
- LOCATION:** Plazas should be located where a clearly defined and well contained space can be realized. The space or openness of one plaza should not be visible from another or together contribute to the loss of street space definition. Generally, plazas should be well-spaced with substantial intervals of traditionally defined streets between. Plazas usually abut public street at grade, but may be within a block interior and up to 14 feet above or below grade if generous stairways connect it to the street system.
- SIGNING:** Signing should be designed to contribute to the liveliness and visual interest of the plaza. Signs on awnings and projecting or suspended signs are preferred to signing integral with the architecture.
- MATERIALS:** The dominant surface materials should be limited to stone, brick and tile.
- ART:** A major work of art should be incorporated into the design of the plaza either as a central focus or a peripheral feature. Sculpture should be used to enhance the sense of three dimensional space when it is a central focus of the design.
- LANDSCAPING:** Where needed, trees should be used to strengthen the spatial definition and to create peripheral areas possessing a more intimate scale. When used, trees should be at least 3 inch caliper specimens. Generally in a plaza landscaping is a secondary element used to add color, or where architectural features would not be appropriate or satisfactory. If trees are provided they should be planted with gratings flush to grade with enough soil and depth to encourage full growth.

- ACCESS:** Direct public access from street should be provided; an interior plaza should have access from at least two streets.
- VISIBILITY:** Hidden areas should be avoided.
- SEATING:** Seating space (at least one space for every 10 linear feet of the perimeter) should be provided in sunny locations along the periphery of the area. At least one half of the required seating should be bench type seating.
- SUNLIGHT:** Between the spring and autumn equinox at least 40% of the useable surface should receive sunlight from 11 a.m. to 2 p.m.
- WIND:** The plaza should be located where it will be sheltered from uncomfortable wind levels.
- COMMERCIAL:** The maximum practical amount of ground floor space fronting upon the plaza should be devoted to uses such as retail shops, restaurants and bars that will contribute to the vitality and use of the plaza.
- LIGHTING:** The plaza should be lighted by illuminating the facades framing the plaza and important features within the plaza.
- DESIGN:** The plaza should be distinctive and provide the public with a variety of ways to enjoy the plaza. A strong three dimensional sense of space should be created through defining architecture, free standing architectural elements, sculpture, pavement contour and landscaping.

#### 4. GALLERIA

- PURPOSE:** Galleries are dramatic skylit enclosed pedestrian streets that provide sheltered shopping and dining space during windy and inclement weather as well as convenient through block passage.
- MINIMUM SIZE:** A minimum clear width of 25 feet and a minimum height of 50 feet measured at the highest point of a typical section should be maintained.
- LOCATION AND ACCESS:** A galleria should connect with a street at each end or to some other public space that connects with a street, such as a plaza, urban park or through block pedestrian way.
- AVAILABILITY** The pedestrian ground floor walkway should be available for public use from 6:30 a.m. to 6:30 p.m. at least 5 days a week excluding holidays.
- SKYLIGHTING:** At least 25% of roof area of the pedestrian way should be clear or translucent glass distributed throughout the pedestrianway. Skylights should be operable so that natural ventilation may be utilized.
- COMMERCIAL USE:** At the street level both sides of the pedestrian way should be lined with retail shops and/or food and beverage establishments.
- BRIDGES:** Upper levels on either side of the galleria may be linked by bridges provided the bridges are well spaced both vertically and horizontally so as to avoid subdividing the space.
- SECURITY GATES:** If provided, gates should be designed as elements integrated into an overall design scheme or completely hidden when not in use.
- PAVING:** Paving should be designed for attractive and interesting appearance from upper levels of the galleria. The lively use of color is encouraged.
- LIGHTING:** Lighting should be used to highlight and dramatize the architectural and other special features incorporated into the design.
- ARTWORK:** Major artwork such as sculpture or floor mosaic should be included. Appropriate scaled spaces for the art should be created, making it an integral part of overall design.

**SEATING:** Occasional benches or other seating where visitors may stop to rest and enjoy the space should be provided.

**DESIGN:** The interior side walls of the galleria should be given the character of an "exterior street facade", not necessarily similar to that of the enclosing building. Downlighting from skylights should be used to highlight and accent facade features for a rich visual effect, and provision for the display of seasonal banners, flags, tapestries, or other special decoration should be considered.

## 5. GARDEN PARK

- PURPOSE:** An intimate sheltered landscaped area for quiet recreational pursuits such as reading, chess, and "brown bagging", by individuals and small groups.
- MINIMUM SIZE:** 800 square feet.
- LOCATION AND ACCESS:** Garden parks should be located adjacent to a building lobby or through block pedestrian way on the ground or upper podium level and should provide access along one-fourth of its perimeter.
- VISIBILITY:** The entire space should be visible from adjacent public areas.
- SEATING:** One seating space for each 25 square feet of feature should be provided with one-half of required seating movable.
- SUNLIGHT:** At least one-half of fixed seating should receive direct sunlight from 11 A.M. to 2 P.M. between the spring and fall equinox.
- WIND:** Only wind sheltered space may be credited toward required open space. Partial glass enclosure is acceptable where wind conditions make sheltered space difficult to achieve.
- TABLES:** For each 400 square feet at least one table suitable for chess, checkers, backgammon, etc. should be provided.
- AVAILABILITY:** The garden should be open to the public at least five days a week between the hours of 9:00 A.M. to 6:00 P.M. excluding holidays.
- LANDSCAPING:** A minimum of 20 percent of the garden area should be used for plant materials. One or more pools of at least 18 inches deep in conjunction with a small fountain, cascade or similar device to create water-sounds should also be provided.
- ART:** Sculpture or other art forms should be incorporated into the design of the garden.
- SECURITY GATES:** Security gates for closing the area, if provided, should be either an integral part of the design or completely hidden from view when not in use.



## 6. VIEW AND SUN TERRACE

- PURPOSE:** View and sun terraces provide sunny wind-sheltered areas on the upper levels of a building for public enjoyment of city views and open air.
- MINIMUM SIZE:** 800 square feet.
- LOCATION AND ACCESS:** The view and sun terrace should open directly onto a public corridor and be available to the public during operating hours.
- AVAILABILITY:** The terrace should be open to the public from 10 A.M. to 4 P.M. five days a week excepting holidays.
- VISIBILITY AND SIGNING:** The terrace should be visible through glass doors and/or windows from the public corridor, and adequately signed in hallways and elevators for easy location.
- SERVICE:** A beverage and light food service with full time attendant should be located adjacent to the terrace. Up to 200 square feet of required open space may be credited toward such a facility. The requirements for a full time attendant does not apply to projects less than 100,000 gross square feet, and where more than one view and sun terrace is provided the requirement may be waived for one half of the areas.
- SEATING:** Not less than one seating place should be provided for every 20 square feet of floor area; at least one-half the seating must be movable. Not less than one table should be provided for every 10 seating places.
- SUNLIGHT:** The view and sun terrace should receive sunlight on not less than 2/3 of its surface for 3 hours a day including the noon lunch hour of from 12 to 1 between the spring and fall equinox.
- WIND:** The terrace should be protected from the prevailing wind pattern. Partial glass enclosure may be utilized where necessary for wind protection.
- SUNSHADE:** Optional shade such as trellises, awnings, umbrellas, or other shading device should be available to at least 1/3 of required seating.
- ENCLOSURE:** A portion of the area may be designed to be fully enclosed at times to provide a service area during cold and inclement weather.



DESIGN/  
LANDSCAPING:

A primary design objective is the creation of unique open spaces that are attractive and interesting in themselves as well as for the sunlight and views offered. Design may take a variety of distinctive directions, such as (a) an intense flower garden effect with a program for the rotation of seasonal blooming plants, (b) elaborate formal landscaped roof garden with permanent planting, including trees that screen the building walls, sculpture, and small fountains, (c) a complex architectural setting featuring spires, geometric forms, multi-level terraces, integral art, bright colors, etc.

## 7. URBAN PARK

- PURPOSE:** An urban park provides a park-like gathering place in the downtown.
- MINIMUM SIZE:** 4,000 square feet
- LOCATION:** All locations are subject to the approval of the Department of City Planning. The park should be located at least 400 feet from a similar feature and should generally be at street grade. In certain instances and with sufficient access, parks may be located within 40 feet of street grade. Generally, corner locations may be utilized only where the park is at least 25 feet above grade.
- ACCESS:** Direct access should be provided from one or more streets with a street frontage of not less than 30 feet and not more than 65 feet. Access from adjacent properties is encouraged.
- VISIBILITY:** The interior of the park should be visible from entrances. Where other security or surveillance is provided complete visibility from the entrance may be waived.
- SEATING:** One seating space for every 40 square feet of park area should be provided. A minimum of 40 percent of the seating should be movable; the remainder may be fixed seating including ledges suitable for sitting.
- SUNLIGHT:** The park should receive direct sunlight on at least 20 percent of the surface area from 10 A.M. to 2 P.M. between the spring and fall equinox.
- WIND:** The park should be located or screened to avoid uncomfortable wind levels within.
- ENCLOSURE:** The street space where the park abuts a street at or below grade should be architecturally defined, clearly distinguishing the park as a separate entity. Security gates for closing off the park, if provided, should be designed as either an integral part of the overall design scheme or to be completely concealed when not in use.
- FOOD AND BEVERAGE SERVICE:** A food and beverage service should be located either within or adjacent to the park for the convenience of the public and to enhance the use and enjoyment of the park.

DESIGN AND LANDSCAPING: The use of a substantial fountain, waterfall, cascade, water-stair or a combination of many small waterworks as the major focus of the park and to provide a pleasing background noise level is encouraged. One or more works of art should be incorporated into the design of the park, such as sculpture, bas-reliefs, mosaic paving, murals, etc. These may be combined with the waterworks.

The side walls of adjacent building should be screened with plants, artwork, or a decorative architectural finish to a minimum height of 20 feet. Generally, the intensive use of plants is encouraged; however, it is recognized that the success of some design concepts may require and merit a different approach.

The dominant surface materials should be limited to stone, brick, or tile, and unpainted wood.

MAINTENANCE: Appropriate legal commitments guaranteeing adequate maintenance of the park will be required.

## 8. CULTURAL FACILITY

- PURPOSE:** The provision of appropriate space for theaters and art galleries improves access to the arts for downtown workers; museums, conservatories and libraries contribute to the cultural diversity of downtown.
- MINIMUM SIZE:** The size of the facility should be large enough for it to be self-supporting where operational subsidies are not provided and appropriate to the nature of the proposed use.
- LOCATION:** The facility should be located in highly visible busy locations.
- PROGRAM:** A program for the use of the facility for the first year should be prepared and evidence of the operator's ability to sustain a program provided. The developer, at his discretion, may work with any public agency or commission, foundation, fine arts organization or fine arts professional in evolving a program, designing an appropriate facility for the program, and selecting a group or individual to operate the program. The developer should demonstrate a commitment for the long term active use of the facility, although the tenancy of any individual or group that fails to mount a successful program as demonstrated by attendance or otherwise fails to meet contractual obligations may be terminated and the nature of the cultural program changed.
- OPERATING HOURS:** Operating hours should be appropriate to the nature of the activity; e.g. art galleries, small museums, libraries normally are generally open from 9 a.m. to 6 p.m.; performance oriented activities usually start in the afternoon and may continue until 11 p.m.
- PRICES/ FEES:** Space should be made available rent free to the operator. Art gallery operators are expected to pass on the advantages of free space by reductions in sales fee to the mutual advantage to the artist and purchaser. Similarly, theaters would be expected to lower ticket prices in general or provide free tickets to students, elderly, and other disadvantaged.
- SIGNING:** Signing should be provided in a prominent location with space for announcing special events.

## 9. RECREATION FACILITY

- PURPOSE:** Recreation facilities provide the downtown worker the opportunity to participate in active sports and to enjoy the activity of others.
- LOCATION:** The facility should be located within 30 feet + of street grade preferably near an active pedestrian pathway or area.
- AVAILABILITY:** The facility should be open to the public from 9 a.m. to 6 p.m. five days a week excluding legal holidays.
- PARTICIPATION:** Activities that allow the maximum number of people to participate within a given space and are interesting to watch such as ice skating, roller skating, and volley ball are acceptable. Uses where only a few may participate should be avoided, and programs should be set up to prevent the monopolization of facilities by a small group.
- OBSERVATION AREA:** Ample observation areas should be provided with seating and railings for leaning and watching. Where competitive sports are involved, seating should be arranged in a bleacher format to foster public involvement.
- LANDSCAPING:** An attractive landscaped setting for the facility should be created.
- SUNLIGHT:** The facility should receive direct sunlight on not less than 20% of area during the period of 10 a.m. to 2 p.m. between the spring and fall equinox.
- WIND:** The recreation facility and attendant observation areas should be located away from or screened from uncomfortable wind levels.
- VISIBILITY AND SIGNING:** The recreation facility should be either visible from the street or adequately signed at building entrances, elevators and pedestrian ways for easy location.

DESIGN:

A sense of enclosure should be created and observation areas should be designed to avoid an empty look when not being used. Wherever possible seating should be located where it will receive sunlight. Where the facility abuts the street at grade street space should be defined with appropriately scaled features.

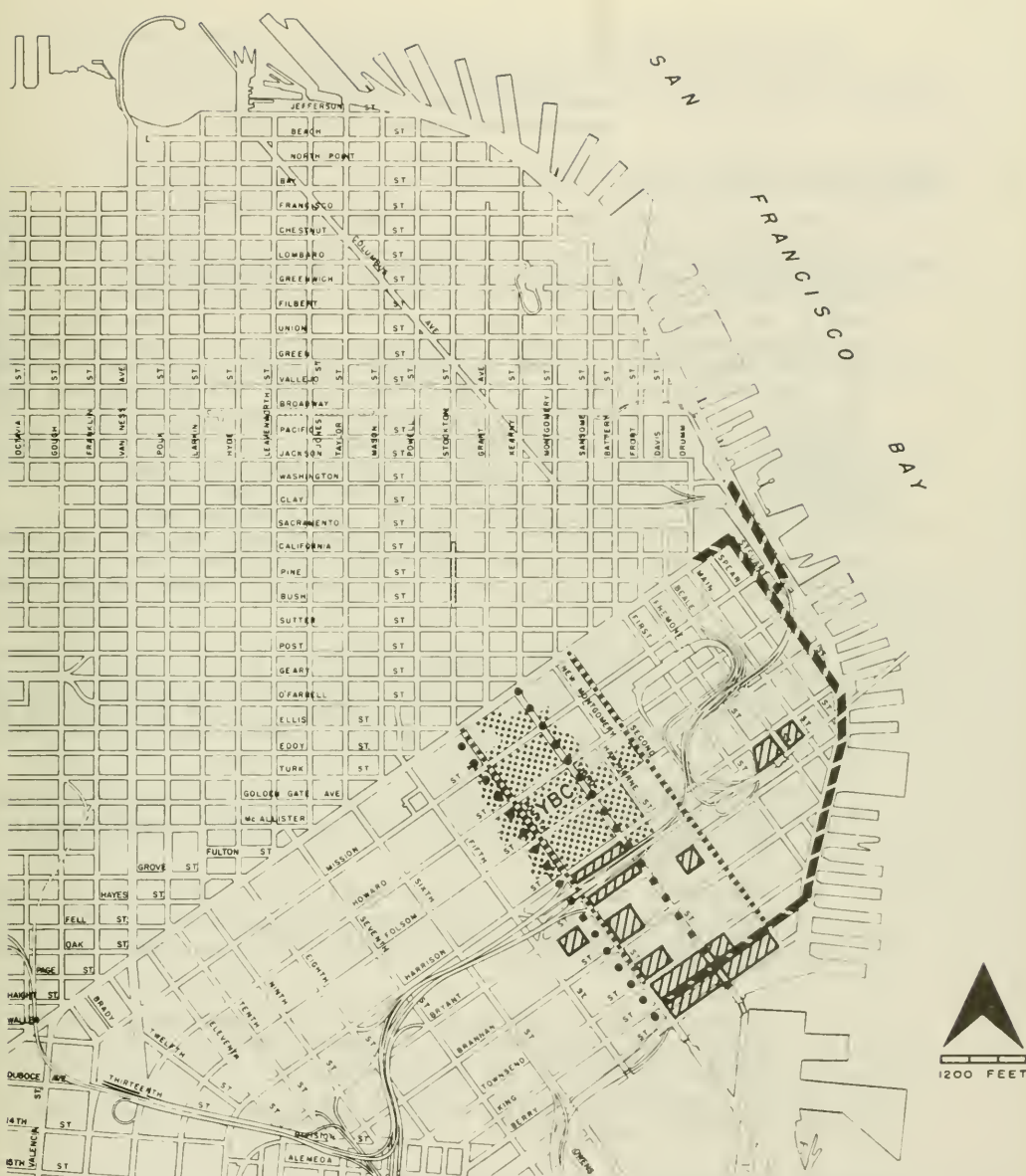




## APPENDIX D: TRANSPORTATION & CIRCULATION

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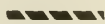




# POTENTIAL PERIPHERAL PARKING SITES:

Transit Preferential Street  
with Exclusive Transit Lane .....

Shuttle-bus Route .....

Light-rail Vehicle and 'E'  
Line MUNI Routes 

MAP 6

APPENDIX D: PART 1  
DOWNTOWN PARKING DISTRICTS:  
PROPOSED PLANNING CODE TEXT

Add a new Section 241 as follows:

SEC. 241. DOWNTOWN PARKING DISTRICTS. In order to provide for the accommodation of short and long term parking needs in the downtown area as part of a balanced transportation system, there shall be three Downtown Parking Districts, Numbers 1, 2 and 3, as designated on Sectional Map No. \_\_\_ of the Zoning Map to assure that the present parking supply or any future increase in this supply will serve the various types of automobile trips in a manner which would be compatible with the objectives and policies of the transportation element of the Master Plan regarding parking. The provisions set forth in Sections 241.1 through 241.3 shall apply, respectively, within these districts, and shall be applicable to all property, whether public or private. All parking permitted as a principal, accessory, conditional or temporary use shall be subject to the locational and design criteria for parking facilities specified in the Citywide Parking Plan of the transportation element of the Master Plan.

SEC. 241.1. DOWNTOWN PARKING DISTRICT NO. 1. The purpose of this district is to establish an Automobile Control Area in the downtown core as set forth in the transportation element of the Master Plan regarding parking. The following provisions shall apply within Downtown Parking District No. 1:

- (a) Off-street parking shall be permitted for any dwelling unit where such parking is a requirement specified in this Code.
- (b) Accessory parking as described in Sec. 204.5(c) of this Code shall be permitted only upon approval by the City Planning Commission as a conditional use under Sec. 303 of this Code.
- (c) No proposed use shall include an establishment of the "drive-in" type, serving customers waiting in parked motor vehicles.
- (d) No new parking lots, whether temporary or permanent, shall be permitted.
- (e) Any existing parking lot which does not involve a building or structure, except where such building or structure is used for a service or activity incidental to the operation of said lot, shall be subject to the provisions of Sec. 184 of this Code regarding limited continuance of certain non-conforming uses.

- (f) No new parking buildings or structures, including automobile storage garages, either public or private, or major (non-accessory) automobile parking garages, shall be permitted.
- (g) No new automobile service stations or automobile washing facilities, as described in Sec. 223 of this Code, shall be permitted.
- (h) No new fleet or pool facilities shall be permitted except by conversion of existing long-term non-pool parking facilities.
- (i) No new storage garage or yard for commercial vehicles or trucks shall be permitted.
- (j) No existing use as specifically prohibited by this Section as a new use shall be permitted to expand in any manner which would increase the intensity or volume of activity of said use, except that existing long-term parking may, and shall be encouraged to, be converted to short-term parking use.

SEC. 241.2. DOWNTOWN PARKING DISTRICT NO. 2. The purpose of this district is to provide for the establishment of short term parking facilities at locations peripheral to Special Parking Use District No. 1 to accommodate shopping and business trips to the downtown area as set forth in the transportation element of the Master Plan regarding parking. A short term parking facility, as used in this section and in Section 241.3 of this Code, shall mean a facility, whether a lot, structure or building, which provides shopping and business parking for a period not to exceed an average of four hours for each vehicle stored during week day hours of operation of said parking facility. The following provisions shall apply within Downtown Parking District No. 2:

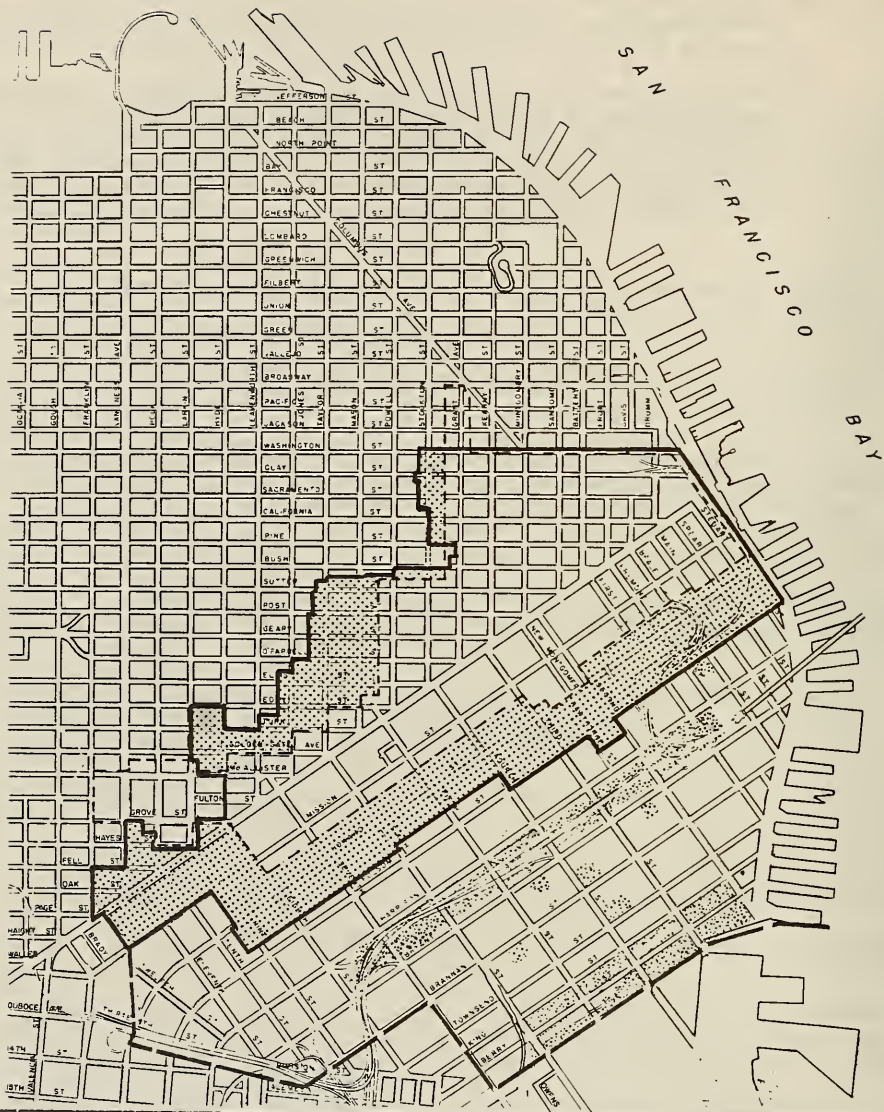
- (a) Off-street parking shall be permitted for any dwelling unit where such parking is a requirement specified in this Code.
- (b) Accessory parking as described in Sec. 204.5(c) of this Code, shall be permitted, except that accessory parking which is not intended to be available for short-term use only shall be permitted only upon approval by the City Planning Commission as a conditional use under Sec. 303 of this Code.
- (c) No proposed use shall include an establishment of the "drive-in" type, serving customers waiting in parked meter vehicles.



- (d) Temporary parking lots shall be permitted only upon approval by the City Planning Commission as a conditional use under Sec. 303 of this Code. Such approval for a temporary parking lot shall be granted only after a determination has been made by the City Planning Commission that the construction of a permitted use, other than a parking lot, will be initiated within two years from the date of approval of the conditional use. Any temporary parking lot shall be for short term parking only as herein described, except as long term parking may be permitted under Sec. 241.2(f).
- (e) Any proposed storage garage, either public or private, or any proposed major (non-accessory) automobile parking garage, shall be permitted only upon approval by the City Planning Commission as a conditional use under Sec. 303 of this Code. Said parking facility shall be for short term parking only as herein described, except as long term parking may be permitted under Sec. 241.2(f).
- (f) Upon approval by the City Planning Commission, under conditional use procedures, long term parking, as defined in Sec. 241.3 of this Code, may be permitted for any parking lot, storage garage or major (non-accessory) automobile parking garage providing that such parking is allocated for the exclusive use of car or van pool vehicles. Such parking, when provided, shall not exceed twenty-five percent (25%) of the total available spaces within any parking facility.
- (g) No new fleet or pool facilities for ten (10) or more vehicles shall be permitted except by conversion of existing long-term non-pool parking facilities.
- (h) No new storage garage or yard for commercial vehicles or trucks shall be permitted.
- (i) Existing long-term parking use, except specifically approved by the Planning Commission as a conditional use, and any structure occupied by said use, shall be considered non-conforming and subject to the provisions of Sec. 181 of this Code.

SEC. 241.3. DOWNTOWN PARKING DISTRICT NO. 3. The purpose of this district is to provide for the establishment of short or long term parking facilities to accommodate shopping, business or commuter trips to the downtown area pursuant to the objectives and policies of the transportation element of the Master Plan regarding parking. A long term parking facility, as used in this section, shall mean a facility, whether a lot, structure or building, which provides automobile parking for a period which would exceed an average of four hours for each vehicle stored. The following provisions shall apply within Downtown Parking District No. 3:

- (a) Off-street parking, as specified in this Code, shall be permitted for any principal, accessory or conditional use in the C-M, M-1, M-2 for P district, except parking lot.
- (b) Any proposed permanent or temporary parking lot shall be permitted only upon approval by the City Planning Commission as a conditional use under Sec. 303 of this Code, except that a parking lot shall be permitted as a principal use if located within those areas designated in the Master Plan as appropriate for long-term parking.



— Downtown Commercial District

- - - Downtown Parking District I

▨ Downtown Parking District II

— Downtown Parking District III

▨ Areas appropriate for long-term parking in accordance with Citywide Parking Plan and Downtown Transportation Plan Policy 4

MAP 1

APPENDIX D: PART 2  
MODIFICATION OF RULES FOR CALCULATING FAR  
FOR OFF-STREET PARKING:  
PROPOSED PLANNING CODE TEXT

Amend Sec. 102.8 to read as follows:

Sec. 102.8. Floor area, gross

- (a) Gross floor area shall include, although not be limited to:

.....

- (7) Floor space in accessory buildings, except for floor space excluded by section 102.8(b)7 below.

- (b) Gross floor area shall not include the following:

.....

- (7) Floor space used for accessory off-street parking and loading spaces as described in Section 204.5 of this Code, and driveways and maneuvering areas incidental thereto; except offstreet parking spaces for other than residential uses in Downtown Parking District No. 1.

APPENDIX D: PART 3  
 REQUIREMENTS FOR OFF-STREET  
 LOADING & SERVICE VEHICLES;  
 CONTROLS ON ACCESS FROM TRANSIT PREFERENTIAL  
 STREETS AND THE PRIMARY PEDESTRIAN NETWORK:  
 PROPOSED PLANNING CODE TEXT AND MAPS

Amend Section 152, 153, 154 and 155 to read as follows:

Section 152. Schedule of Required Off-Street Freight Loading and Service Vehicle Spaces.

Table 5

Off-Street Freight Loading and Service Vehicle Spaces Required

<u>Use or Activity</u>	<u>Gross Floor Area of Structure or Use (sq. ft.)</u>	<u>Number of Off-Street Spaces Required</u>
Offices & Banks	0 - 100,000	0
	Over 100,000	.1 space per 10,000 sq. ft. (to the closest whole number)
Restaurants, Bars & Drug Stores	0 - 6,000	0
	Over 6,000	1.7 spaces per 10,000 sq. ft. (to the closest whole number)
Retail Stores, Wholesaling, Manufacturing & All Other Uses Primarily Engaged in Handling Goods	0 - 10,000	0
	10,001 - 50,000	1
	Over 50,000	.21 spaces per 10,000 sq. ft. (to the closest whole number)
Hotels, Apartments & All Other Uses Not Included Above	0 - 100,000	0
	100,001 - 200,000	1
	200,001 - 500,000	2
	Over 500,000	3, plus 1 space for each additional 400,000 sq. ft.



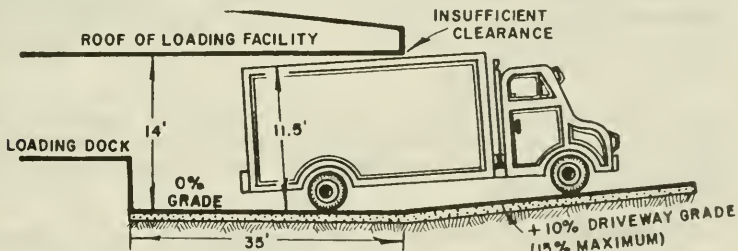
## Section 153. Rules for Calculation of Required Spaces.

(a)1. In the case of mixed uses in the same structure, on the same lot or in the same development, or more than one type of activity involved in the same use, the total requirements for off-street parking, freight loading and service vehicle spaces shall be the sum of the requirements for each use or activity computed separately, including fractional values.

5. When the calculation of the total required number of off-street parking, freight loading and service vehicle spaces results in a fractional number, a fraction of one-half or more shall be adjusted to the next higher whole number of spaces, and a fraction of less than one-half may be disregarded.

## Section 154. Minimum Dimensions for Required Off-Street Parking, and Freight Loading and Service Vehicle Spaces.

1. Every required off-street freight loading and service vehicle space shall have a minimum length of 35 feet, a minimum width of 10 feet, and a minimum vertical clearance including entry and exit of 14 feet; except that for the first such space required for any structure or use up to 30,000 square feet gross floor area the minimum length shall be 25 feet and the minimum vertical clearance including entry and exit shall be 12 feet. These dimensions shall be exclusive of platform, driveways and maneuvering areas, except that minimum vertical clearance must be maintained to accommodate variable truck height due to driveway grade.



2. Whenever off-street freight loading and service vehicle spaces are open to, or immediately and independently accessible from a public street or alley, the maximum allowable width for any single curb cut shall be 24 feet; for a combination of curb cuts along any single street frontage the maximum allowable width shall be 36 feet. Also, whenever freight loading and service vehicle spaces are open to, or immediately and independently accessible from a public street or alley, at least one freight loading space in such a configuration shall have a minimum length of 55 feet, exclusive of platform and maneuvering area.

## Section 155. General Standards as to Location and Arrangement of Off-Street Parking, and Freight Loading, and Service Vehicle Facilities.



(c) Every off-street parking, or freight loading and service vehicle space shall have adequate means of ingress from and egress to a street or alley. Every required off-street parking or loading space shall be independently accessible, with the exception of a parking space for a minor second dwelling unit in an RH-1(s) district. Access to off-street parking, freight loading and service vehicle spaces shall be from non-pedestrian streets and alleys and minor streets in preference to transit preferential streets, or major arterial streets as identified in the Transportation Element of the Master Plan. Adequate reservoir space shall be provided on private property for entrance of vehicles to off-street parking and loading spaces.

(d) Whenever in a C-3 district two or more freight loading and service vehicle spaces are provided and access to such spaces can only be provided on the frontage of a public right of way which is part of the primary pedestrian network\* or by crossing a transit lane of a transit preferential street\*\* (said public rights of way and transit preferential streets identified in the Master Plan); or whenever in any district four or more freight loading and service vehicle spaces are provided, the following rule shall apply: All freight loading and service vehicle spaces shall be completely enclosed within the building and access from a public street or alley shall be provided by means of a private service driveway, including adequate maneuvering areas, which is totally contained within the structure and the lot lines of the subject private property. Any such private service driveway shall be of adequate width to accommodate drive-in movement from the adjacent curb or inside traffic lane by a truck of not less than forty feet in length, and shall in no case exceed 30 feet.

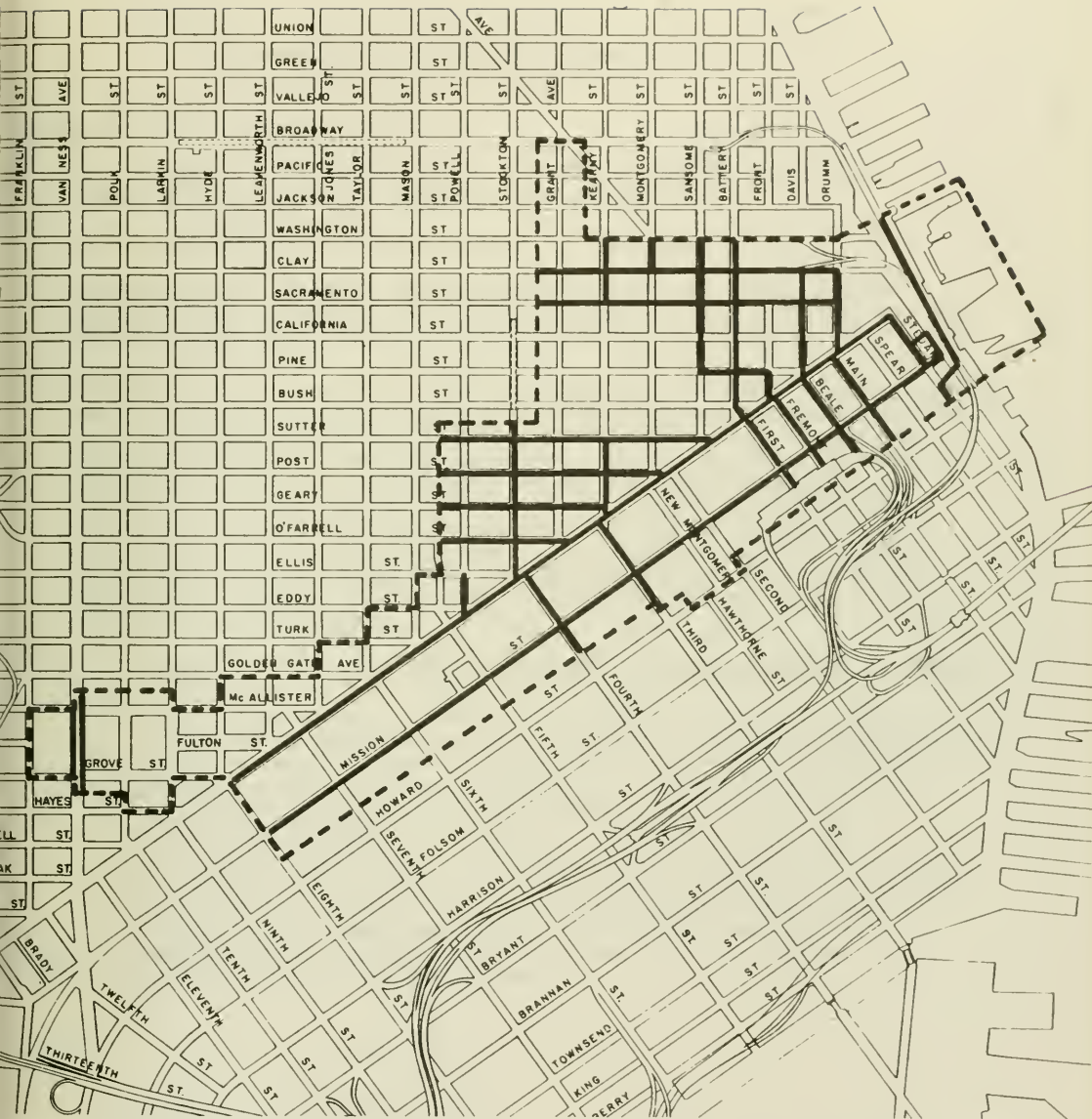
(e) The combined total width of freight loading ingress and egress, and of off-street parking ingress and egress, shall in no case exceed 33 percent of any single street frontage in one development.

(f) Whenever off-street freight loading or service vehicles spaces are provided, freight elevators shall be provided to all floors. These elevators shall be immediately accessible from the loading dock. If freight loading and service vehicle facilities are subterranean, freight elevators shall be designed so that they will not stop at street level except to provide access those uses located at street level which require off-street freight loading spaces. Directories of building tenants shall be provided at all freight elevators.

(existing subsection (d) of Section 155 should be renumbered (g) and all the other subsections renumbered accordingly)

\*See Map 9, p. D-15

\*\*See Map 8, p. D-11



# TRANSIT PREFERENTIAL STREETS

---DOWNTOWN AUTOMOBILE CONTROL AREA



DOWNTOWN PEDESTRIAN CIRCULATION POLICIES --  
PROPOSED MASTER PLAN TEXT

DOWNTOWN TRANSPORTATION PLAN

OBJECTIVE 1: (Policies 1 and 7 would be deleted and the remaining policies renumbered accordingly.)

A new Objective 2 would be added as follows:

OBJECTIVE 2: IMPROVE THE DOWNTOWN PEDESTRIAN CIRCULATION SYSTEM, ESPECIALLY WITHIN THE DOWNTOWN CORE, TO PROVIDE FOR THE COMFORTABLE, SAFE AND CONVENIENT MOVEMENT OF PEDESTRIANS.

Pedestrian use is the primary function of downtown streets, and walking is the primary mode of transportation, particularly in the retailing and financial districts. Sidewalks should be widened at corners and along streets that have high volumes of pedestrian traffic. Obstructions to convenient pedestrian movement and pedestrian conflicts with vehicles should be minimized or eliminated. Some streets should be primarily or exclusively for pedestrian use. Private development should supplement public rights-of-way where appropriate with widened sidewalks, through-block pedestrianways and pedestrian resting and congregating areas.

POLICY 1: PROVIDE FOR SUFFICIENT PEDESTRIAN MOVEMENT SPACE.

Where pedestrian volumes in relationship to the needs of other transportation modes so warrant, additional pedestrian capacity can be taken from traffic or parking lanes. At other locations, where appropriate, arcades adjacent to an existing sidewalk may be developed. In areas in which pedestrian volumes are highest, additional parallel through-block pedestrianways may be appropriate where they can provide for convenient links among destinations without encouraging jaywalking. In certain circumstances of high pedestrian volumes and fixed location of some primary destinations, safety considerations may necessitate grade-separated pedestrianways.

CRITERIA FOR DEVELOPMENT OF ARCADES

Arcades may be appropriate for two reasons:

- (1) they can aid in shaping the building facade (see Downtown Urban Design Policies), and
- (2) they can provide needed pedestrian space.

Although arcades are generally less desirable than some other methods of providing additional pedestrian movement space, they may be appropriate under certain circumstances and under certain conditions. Arcades are appropriate where they can be continuous and can lead directly to primary destinations for pedestrians.

Essential features:

- o Openness and accessibility
- o Visibility of destination(s)
- o Comfortable width
- o Security
- o Light
- o Protection from wind

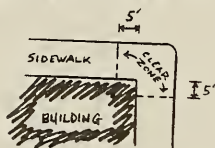


**POLICY 2: MINIMIZE OBSTRUCTIONS TO THROUGH PEDESTRIAN MOVEMENT ON SIDEWALKS IN THE DOWNTOWN CORE.**

Many conveniences and amenities on downtown sidewalks would be easier to enjoy if properly located to avoid conflict with pedestrian movement. Criteria for location of newspaper vending machines, flower stands and other facilities and amenities such as trees, should take into account the need for adequate space for through movement. Government practices, particularly regarding use of sub-sidewalk space for private purposes, should be changed who they conflict with the ability to minimize obstructions.

**CLEAR ZONES**

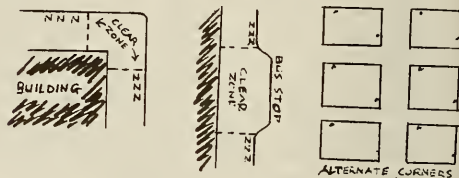
Clear zones should be created at corners, extending five feet back from the property lines along each frontage, to facilitate pedestrian movement and to provide for pedestrian reservoir space.



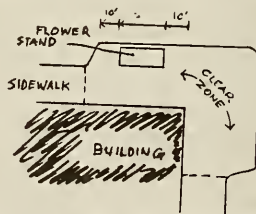
Only items essential to vehicular and pedestrian safety and flow, such as traffic/pedestrian signalization, should be permitted to remain within the clear zones. Mail boxes, police call boxes, fire-pull boxes, newspaper vending machines, pedestrian information signage, etc., should be prohibited. Fire hydrants, street lighting, and other permanent fixtures not required in the clear zone should be removed to locations outside the clear zone when repair or replacement of those items is required, or as funds become available.

**SIDEWALK FACILITIES AND AMENITIES**

Location of newspaper vending machines should be consolidated outside of corner clear zones on alternate corners, in critical pedestrian flow corridors, or next to a red curb that is not marked as a bus stop.



Flower stands should be relocated, when possible, to corner bulbs or to areas where sidewalks have been widened.



Where flower stands are relocated to corner bulbs, the length of the bulb should be extended to accommodate the stand. These stands should be the only non-essential street furniture allowed within the clear zone and should be placed ten feet back from the property lines at the corner.

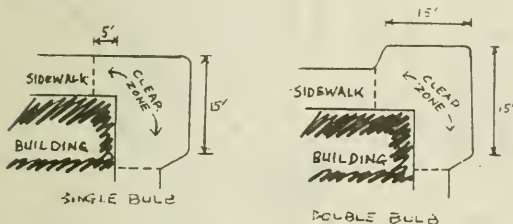
Where sidewalk vaults and elevators do not exist, trees should be planted directly in the ground, thus minimizing obstructions to pedestrian flow caused by planter boxes. Where direct in-ground planting is impossible, planter reorganization to building recesses should be undertaken until redevelopment or funding can be made available for removal of sidewalk vaults or sidewalk widening to allow direct in-ground planting.

**POLICY 3: PROVIDE FOR SUFFICIENT PEDESTRIAN SPACE AT CORNERS AND MAJOR TRANSIT STOPS.**

The intersections of streets and sidewalks at corners are areas of particular concern for adequate, unobstructed movement and standing space. Where space currently is inadequate to meet pedestrian needs, existing obstructions should be eliminated and/or additional space created.

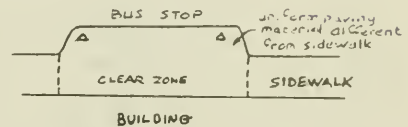
**CORNER BULBS**

Corner sidewalk bulbs should be created where requirements for pedestrian reservoir space is acute and where space can be obtained from existing parking or through traffic lanes.



Corner bulbing provides additional pedestrian queuing space while preserving space for through pedestrian movement. Bulbing also serves to reduce pedestrian crossing distance, thus improving safety and concurrently allowing some channelization of vehicular traffic. The bulb would typically be 15' long and incorporate the corner "Clear Zone".

**SIDEWALK EXTENSIONS AT MAJOR TRANSIT STOPS**



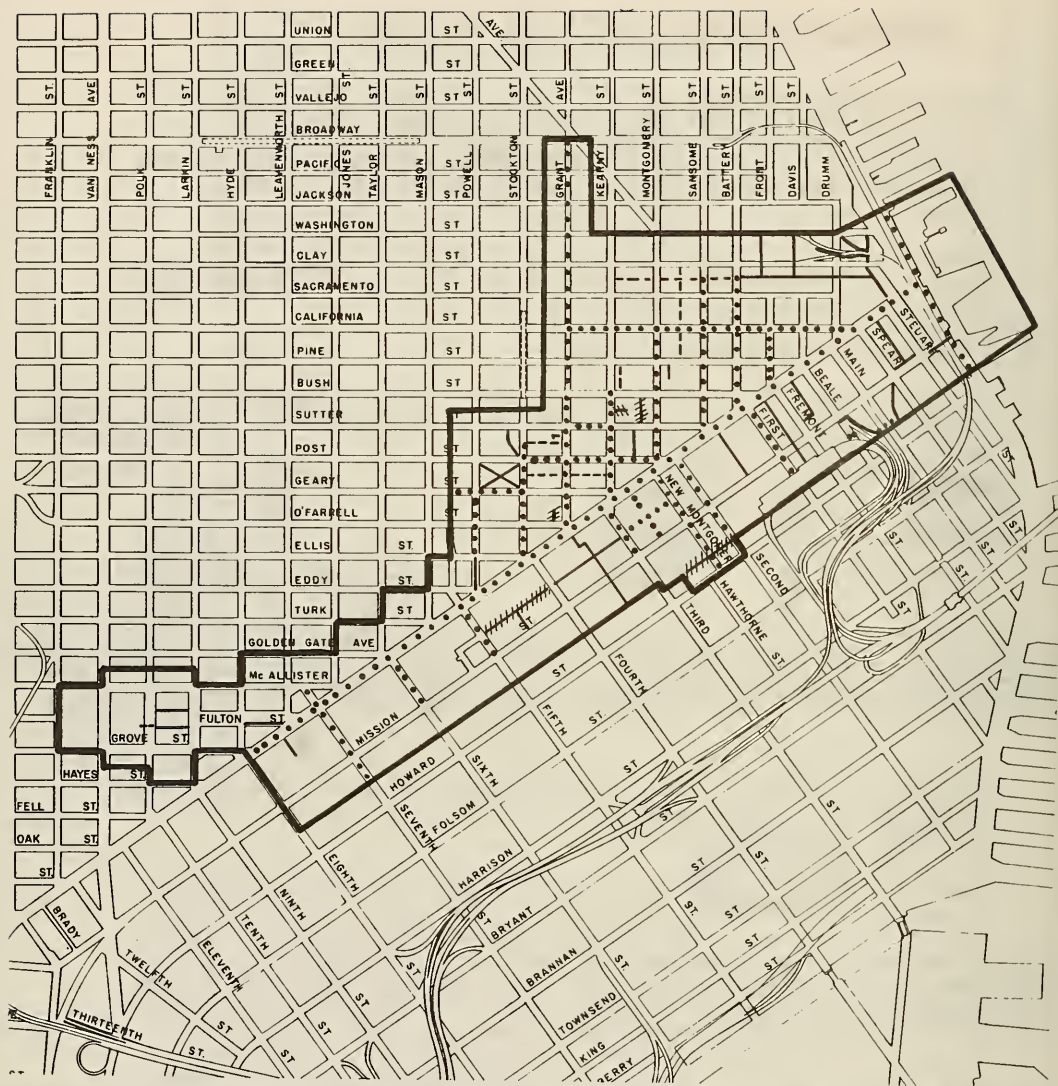
Where possible, sidewalk width at transit stop locations should be increased without sacrificing through vehicular traffic movement. An effort should be made to provide sheltered reservoir space for transit patron queuing, distinguished from normal pedestrian flow by limited use of bulbing, or uniform use of special paving materials. Buildings adjacent to major transit stops should provide awnings or other convenient shelter for transit patrons.

**POLICY 4: CREATE A PEDESTRIAN NETWORK IN THE DOWNTOWN CORE AREA WHICH INCLUDES STREETS DEVOTED TO OR PRIMARILY ORIENTED TO PEDESTRIAN USE.**

Based on major pedestrian destinations and use generators, a pedestrian network should be created which minimizes conflicts between pedestrians and vehicular traffic. Such a network should include the closure of streets to private automobiles and/or trucks, at least during those hours when pedestrian volumes and demand are at critical levels. Such a network should also include plazas, arcades, and open spaces as required in major new development. Land uses adjacent to major links in the pedestrian network should be of interest and utility to pedestrians.

(Note: A pedestrian network plan, which is being prepared by the Department of City Planning, is to be included here. The Core Area Primary Pedestrian Network, which appears in the following map, would be part of that plan.)





## DOWNTOWN CORE AREA PRIMARY PEDESTRIAN NETWORK

### LEGEND:

- EXCLUSIVE PEDESTRIAN STREET W/O CABLE CARS.
- - - - - PART TIME EXCLUSIVE PEDESTRIAN STREET.
- ////// PEDESTRIAN / SERVICE STREET
- ..... PEDESTRIAN ORIENTED STREET
- DOWNTOWN AUTOMOBILE CONTROL AREA

MAP9

### DOWNTOWN CORE AREA PRIMARY PEDESTRIAN NETWORK

The map identifies those streets, alleys and other rights-of-way in the downtown core area where there is varying degrees of pedestrian use. These rights-of-way should be given to pedestrian use. These rights-of-way for the primary pedestrian network. They have been included in the network on the basis of the following considerations: pedestrian volume; pedestrian flow rates; links between major pedestrian generators; predominant direction of pedestrian flow; existing small scale street spaces; existing pedestrian-oriented features and amenities (e.g. sitting areas, planters) and public acceptance as pedestrian space.

The types of pedestrian streets and their characteristics are as follows:

#### 1. Exclusive Pedestrian Streets with/without Cable Cars

Streets or other rights-of-way which now are or should be for exclusive pedestrian use and have the following characteristics:

- o vehicles prohibited, with the exception of emergency vehicles
- o paved-over roadway; no differentiation between sidewalk and roadway
- o landscape treatment: plants, pavement, walls, planters, etc.
- o installation of street furniture: benches, tables, shelters, kiosks
- o food concessions, street vendors etc. permitted
- o removable street closing
- o permanent change of use of public rights-of-way

#### 2. Part-Time Exclusive Pedestrian Streets

Streets or other rights-of-way which now are or should be for exclusive pedestrian use at designated times of the day and comply with the following criteria:

- o vehicles prohibited at certain hours (e.g. lunch time 11-2) to free street space for pedestrian use exclusively
- o adjacent land uses are permitted to expand into the public right-of-way (e.g. restaurants, book shops, record shops, etc.)

#### 3. Pedestrian/Service Streets

Streets which because of service needs cannot be for exclusive pedestrian use for any period of time but which through design ought to be made into pleasant pedestrian spaces. Characteristics: Pedestrian treatment in pedestrian areas only, or in those portions of the vehicle right-of-way which are not needed for service.

#### 4. Pedestrian-Oriented Streets

Vehicular streets which by their design should be pedestrian-oriented. Measures which improve mobility and render existing pedestrian space more pleasant and efficient include:

- o removal of obstructions
- o consolidation of signs, stanchions, etc.
- o sidewalk widening/intersection bulbing
- o restricting vehicles except for transit
- o special treatments of pedestrian crossing to emphasize pedestrian circulation function (e.g. zebra striping, brick crosswalks)
- o turning restrictions at intersections
- o relocation of transit stops
- o time restrictions on use of sidewalk elevators
- o alternative location for delivery
- o institution of truck/transit only blocks
- o relocation of news vending boxes
- o introduction of clear zone at street corners
- o provision and marking of queuing area in connection with transit stops
- o tree planting
- o street furniture where appropriate

Objective 3 should be revised to read as follows:

OBJECTIVE 3: IMPROVE FACILITIES FOR FREIGHT DELIVERIES AND BUSINESS SERVICES.

POLICY 1: (Modified) REQUIRE OFF-STREET FACILITIES FOR FREIGHT LOADING AND SERVICE VEHICLES IN NEW DEVELOPMENTS SUFFICIENT TO MEET THE DEMANDS GENERATED BY THE INTENDED USES, AND SEEK OPPORTUNITIES FOR NEW OFF-STREET FACILITIES FOR EXISTING BUILDINGS.

The City Planning Code provides standards for off-street freight loading facilities which should be continually reviewed to determine their adequacy. Since much of the downtown will consist of existing buildings for the foreseeable future, it is also necessary to look for opportunities for improving their off-street facilities.

(existing Policy 2 should be re-numbered Policy 3, and all other Policies re-numbered accordingly)

POLICY 2: (new) DISCOURAGE ACCESS TO OFF-STREET FREIGHT LOADING AND SERVICE VEHICLE FACILITIES FROM TRANSIT PREFERENTIAL STREETS, OR PEDESTRIAN-ORIENTED STREETS AND ALLEYS.

Wherever possible, access to off-street loading and service vehicle facilities should be provided from non-pedestrian alleys and minor streets, in preference to transit preferential streets or major arterials, to minimize safety hazards and disruptions to pedestrian and traffic flow. Where many loading and service bays are provided or the number of truck trips is high, conflicts with pedestrians and vehicles should be minimized by provision of a service driveway and maneuvering area which is self-contained within the structure.

POLICY 3: (existing Policy 2) ENCOURAGE CONSOLIDATION OF FREIGHT DELIVERIES AND NIGHTTIME DELIVERIES TO PRODUCE GREATER EFFICIENCY AND REDUCE CONGESTION.

Even if there were adequate off-street loading facilities, there would still be conflict between vehicles delivering goods and other vehicular and pedestrian traffic. Deliveries which must be made across the sidewalk from on-street loading spaces disrupt pedestrian movements and increase accident potential. A system of consolidating deliveries to downtown firms should be developed, with emphasis on deliveries during the late evening and early morning periods. Deliveries in the early afternoon when the daytime population of downtown reaches its peak should be discouraged.

POLICY 4: (modified) PROVIDE LIMITED LOADING SPACES ON THE STREET TO MEET THE NEED FOR PEAK PERIOD OR SHORT-TERM SMALL DELIVERIES AND ESSENTIAL SERVICES, WITH STRICT ENFORCEMENT.

On-street loading and stopping spaces will continue to be required to accommodate peak period and short-term demands for small delivery vehicles and essential services. Strict enforcement to restrict these spaces to the vehicles and time limits for which they are intended is essential. In general, workers performing lengthy deliveries or repairs should be required to use off-street parking facilities for their vehicles.

POLICY 5: (modified) PROHIBIT SIDEWALK ELEVATORS AND SUB-SIDEWALK VAULTS IN NEW DEVELOPMENTS, AND SEEK OPPORTUNITIES TO REMOVE EXISTING SIDEWALK VAULTS AND ELEVATORS WHERE POSSIBLE.

Sidewalk vaults and elevators, especially in areas which have high pedestrian volumes, create safety and congestion problems for pedestrians, by making direct in-ground placement of amenities impractical and by creating obstructions to and interruptions to pedestrian traffic flow. When possible, sidewalk delivery elevators should be replaced by off-street loading facilities or by delivery through normal building entrances. Strict enforcement of Government policies regarding the use of, and time limitations for, sidewalk elevators is essential, and these policies should be changed to prohibit such use during periods of peak pedestrian traffic.

POLICY 6: (NEW) REQUIRE LARGE NEW HOTELS TO PROVIDE OFF-STREET PASSENGER LOADING AND UNLOADING OF TOUR BUSES.

Most major hotels create a large number of tour bus movements either as formal sightseeing tours, as group travel to airports or convention sites, or as collective travel under contract for airline crews. By the nature of these trips, the loading and unloading times for tour buses is long and would cause severe traffic problems if allowed to park or double-park on downtown streets. Consequently, tour bus loading and unloading should be accommodated entirely within the hotel site.





## APPENDIX E: HOUSING

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APPENDIX E, PART 1  
HOUSING REQUIREMENT FOR OFFICE USES:  
PROPOSED PLANNING CODE TEXT

Amend Sec. 219 to read as follows:

SEC. 219.	C-1	C-2	C-3-0	C-3-G	CM	M-1	M-2
(a) Professional or Business Offices of less than 50,000 gross square feet	P	P	P	P	P	P	P
(b) Professional and/or Business Offices of 50,000 gross square feet or more	P*	P*	P*	P*	P*	P*	P*

\*permitted only with agreement to cause to construct and/or rehabilitate in San Francisco 640 square feet of residential space (approximately .9 dwelling units) for each 1,000 square feet of office space. (Rehabilitated space shall have been vacant for one year prior to acquisition for the purpose of complying with this section.)

APPENDIX E, PART 2  
PROPOSED USE DISTRICTS FOR NEW RESIDENTIAL AREAS:  
PROPOSED PLANNING CODE TEXT

Amend Section 240 by adding subsections 240.4 and 240.5 as follows:

Sec. 240.4 Rincon Hill Special Use District

In order to provide for the development of a high density, predominantly residential neighborhood close to downtown, there shall be a Rincon Hill Special Use District as designated on Sectional Map No. \_\_\_\_ of the Zoning Map. The following provisions shall apply within such special use district:

1. Development shall occur as a Planned Unit Development under Sec. 304. All of the provisions of Sec. 304 shall apply except that in addition, professional and business offices intended to serve downtown may be allowed to a limited extent consistent with development of the area as a predominantly residential area.
2. Heights within the height districts as shown on Height Map No. \_\_\_\_ of the Zoning Map shall be further modified to provide a stepping down from the top of the hill down to the waterfront to emphasize the hill form and to maximize views to the east.

(Note: The area should be zoned R/C-3. Under the Planned Unit Development rules this would permit densities approaching (but somewhat less than) the densities allowed under R/C-4 zoning.)

Sec. 240.5 Central South of Market Special Use District

In order to provide for the preservation and further development of a mixed residential, commercial and light industrial area, discouraging displacement of lower cost housing and labor intensive commercial and industrial activities and encouraging new residential, commercial and industrial activity only on lots where such displacement would be minimized or compensated for, there shall be a Central South of Market Special use District as designated on Sectional Map No. \_\_\_\_ of the Zoning Map. (Note: See Map 3, page 19.) The following provisions shall apply within such special use district:

1. Dwellings at a density ratio not exceeding one dwelling unit for each 400 square feet of lot area shall be permitted as a principal permitted use, except as provided in (2) below.
2. Uses which the Zoning Administrator determines will because of their proposed location displace sound or rehabilitatable low and moderate income housing and/or labor intensive commercial and industrial activities, may only be permitted by the City Planning commission as a conditional use under Section 303 of the Code. In

considering any application in this Special Use District under Section 303, the CityPlanning Commission shall consider the following criteria in addition to those stated in Section 303(c):

- a. A minimum of one-for-one replacement of any low and moderate income units demolished by the proposed project with comparable units;
- b. A minimum of one-for-one replacement of jobs displaced by the project with jobs with comparable skill levels in the new development.

APPENDIX E, PART 3  
NONCONFORMING USES IN NEW RESIDENTIAL  
DISTRICTS: PROPOSED PLANNING CODE TEXT

Amend Sec. 181 to add the following:

Sec. 181 Non-conforming Uses. Enlargements, Alterations and Reconstruction.

....

(b) 5. Alterations otherwise permitted by this Code shall be permitted to meet the needs of the nonconforming use provided the City Planning Commission finds that the nonconforming use is compatible with adjacent residential uses. This paragraph shall apply to the following areas:

(Note: Rincon Hill, Central South-of-Market, South Van Ness, and South Park will be described here.)

Add "and Paragraph (b) (5)" at the end of the first sentence of Section 181(a).

APPENDIX E, PART 4  
MODIFIED OPEN SPACE REQUIREMENTS FOR HIGH DENSITY  
RESIDENTIAL USES: PROPOSED PLANNING CODE TEXT

Amend Sec. 135 to read as follows:

Section 135(f) Private usable open space: additional standards

4. In RM-4, RC-4, C-3, C-M, M-1 and M-2 districts, the area of a totally or partially enclosed solarium may be credited as private usable open space if such area is exposed to the sun through openings or clear glazing or not less than 50 percent of its perimeter and 30 percent of its overhead area and not less than 25 percent of its perimeter is open or can be opened to the air.

Amend Sec. 102.8(a)(2) by adding the words "except as provided in Section 102.8(b)(10)" and adding a new Section 102.8(b)(10) as follows:

(b) Gross floor area shall not include the following:

...

- (10) In a structure in excess of four floors in a C-3 district which contains residential uses in the upper floors and non-residential uses in the lower floors, floor space on the lower non-residential floors which is devoted solely to elevator shafts and other life support systems serving exclusively the residential uses on the upper floors.





## APPENDIX F: RETENTION OF SIGNIFICANT BUILDINGS

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APPENDIX F, Part 1  
LIST AND MAP OF LANDMARKS AND ARCHITECTURALLY AND/OR HISTORICALLY  
SIGNIFICANT BUILDINGS IN THE C-3 ZONING DISTRICTS

(Buildings Highly Rated In The Heritage And/Or  
The Department Of City Planning Surveys)

BLOCK	LOT	NAME	ADDRESS	HERITAGE SURVEY RATING	DCP SURVEY RATING
206	2	Burroughs Bldg.	447 Battery St.	B	-
228	2	Fugazi Bldg.	415 Sansome St.	B	-
228	4	Sun Bldg.	401 Sansome St.	-	3/3
228	6	PG & E Station J	530 Sacramento St.	B	3/3
228	11 ptn	Paoli's (Station J)	569 Commercial St.	A	3/3
228	11 ptn	Paoli's Annex	568 Sacramento St.	B	-
228	13	American Asian Bank	500 Montgomery St.	B	4/5
228	15	Paoli's	520 Montgomery St.	B	2/3
228	22	Zotts	554 Commercial St.	A	-
228	23	Don Nunzio's	564 Commercial St.	B	-
228	28 & 29	Bank of Italy	560 Montgomery St.	A	3/4
229	3	Federal Reserve Bank	400 Sansome St.	B	-
235	5	Lawrence Systems	33 Drumm St.	B	-
235	9	Marvin Bldg.	24 California St.	B	-
236	5	Marine Bldg.	158 California St.	B	-
236	6		222 Front St.	B	-
237	1	De Bernardi & Co. (Royal Exchange)	251 Front St.	B	-
237	9	Tadich Grill	242 California St.	A	2/3
237	10	Welch Bldg. (Henry's Fashion)	244 California St.	B	2/3
237	11	Fidelity Bldg.	260 California St.	A	3/4
237	15	White & Co.	280 Battery St.	B	-
237	16	(Keilty & Dayton)	353 Sacramento St.	B	-
238	1	Eastman-Kodak	241 Battery St.	B	-
239	2	Security Bldg. (Crown-Z Annex)	343 Sansome St.	B	-
239	9	Kohl Bldg.	400 Montgomery St.	B	3/4
240	3	Financial Center Bldg.	405 Montgomery St.	A	-
240	14	Jack's	615 Sacramento St.	B	-
257	12	Cogswell Tech (Metropolitan Life)	600 Stockton St.	-	3/4
259	21	California Commercial Union	315 Montgomery St.	A	-
260	2	Fireman's Fund Annex	233 Sansome St.	B	-
260	3	T.C. Kiecyloff Bldg.	231 Sansome St.	B	-
260	5	Royal Insurance Co.	201 Sansome St.	A	3/3
260	6	Orient Bldg.	332 Pine St.	B	-
260	10	Old B of A (Security Pacific)	300 Montgomery St.	B	-

BLOCK	LOT	NAME	ADDRESS	HERITAGE	DCP
				SURVEY	SURVEY
				RATING	RATING
260	15	Merchants Exchange Bldg.	465 California St.	A	2/4
260	16	Insurance Exchange Bldg.	433 California St.	A	3/5
261	1	Robert Dollar Bldg.	301 California St.	B	-
261	7	American International	200 Sansome St.	B	-
261	10A	J. Harold Dollar Bldg.	341 California St.	B	-
266	6	Postal Telegraph	22 Battery St.	A	-
266	8	Levi-Strauss Co. Bldg.	98 Battery St.	B	-
267	1	Donohoe Bldg.	99 Battery St.	B	-
267	4	Shell Bldg.	100 Bush St.	A	5/5
267	9	Heineman Bldg. (Liberty Mutual)	130 Bush St.	A	4/5
267	10	Adam Grant Bldg.	114 Sansome St.	A	-
268	1	Stock Exchange	301 Pine St.	A	3/5
268	1A	Stock Exchange	155 Sansome St.	A	3/4
268	2	Old Std. Oil (Cal. Fed. Savings)	200 Bush St.	A	2/3
268	16	Old Chamber of Commerce	333 Pine St.	B	-
269	1	Russ Bldg.	235 Montgomery St.	A	4/4
269	3	Western Title Insurance Co.	350 Bush St.	A	3/3
269	9	Harrigan-Weidenmuller	344 Kearny St.	B	-
269	10		346 Kearny St.	B	-
269	12		362 Kearny St.	B	-
270	2	MacDonough Bldg.	333 Kearny St.	B	-
270	9C	Old Firehouse	466 Bush St.	A	3/4
283	4A	YWCA	620 Sutter St.	B	-
283	22	Metropolitan Club (Women's Athletic Club)	640 Sutter St.	A	2/3
284	1	Family Club	545 Powell St.	A	-
284	2	Dekine Res. (Harcourt's)	535 Powell St.	A	-
284	4	Physician's Bldg.	500 Sutter St.	A	-
284	7	7th Church of Christ Scientist	532 Sutter St.	B	-
284	8	(John Simmon's)	540 Sutter St.	B	-
284	10	Hotel Regent	562 Sutter St.	B	-
284	12	(Walton-Gilbert)	602 Mason St.	B	-
285	6	Medical-Dental Of. Bldg.	450 Sutter St.	A	5/5
285	9	Academy of Art College	540 Powell St.	B	3/3
285	10	Chesterfield Apts.	560 Powell St.	B	2/3
286	2	Home Telephone Co. Bldg.	333 Grant Ave.	A	5/5
286	4	Abrahamson Bldg.	311 Grant Ave.	A	3/3
286	5	Grant Avenue Bldg.	301 Grant Ave.	A	-
286	6	(Caravansary)	310 Sutter St.	B	-
286	7	(Michael's)	312 Sutter St.	B	-
287	1	Schmidt Bldg. (Charleston Bldg.)	251 Kearny St.	B	-
287	8	(Florsheim)	201 Kearny St.	B	-
287	9	Rose Bldg. (Sloan's)	216 Sutter St.	A	-
287	10	Sutter Bldg.	250 Sutter St.	A	3/4
287	11	Sather Bldg.	256 Sutter St.	B	-
287	12	Bemiss Bldg.	266 Sutter St.	A	3/4

BLOCK	LOT	NAME	ADDRESS	HERITAGE SURVEY RATING	DCP SURVEY RATING
287	25	Telephone Bldg.	445 Bush St.	A	3/4
288	1	Alexander Bldg.	149 Montgomery St.	B	-
288	2	Steil Bldg.	141 Montgomery St.	B	-
288	6	California Pacific Bldg.	105 Montgomery St.	B	-
288	7	French-American Bank	108 Sutter St.	A	3/4
288	10	Central Realty	154 Sutter St.	B	-
288	11	(Bookstore)	200 Kearny St.	A	3/3
288	14	Marsten Bldg. (Norelco)	240 Kearny St.	B	-
288	17	J. E. Adams Bldg. (Alto Bldg.)	381 Bush St.	B	-
288	21		351 Bush St.	B	-
289	1	Standard Oil Co. Bldg.	225 Bush St.	B	3/3
289	3	Anglo & London Paris Bank	1 Sansome St.	A	4/5
289	4	Holbrook Bldg.	58 Sutter St.	B	2/3
289	6		130 Montgomery St.	B	-
291	1	Flatiron Bldg.	540 Market St.	A	3/4
291	4	(Patrick & Co.)	560 Market St.	B	-
291	5	Chancery Bldg.	562 Market St.	B	-
291	5B	Finance Bldg.	576 Market St.	B	-
291	6	Hobart Bldg.	582 Market St.	A	5/5
292	1	Hunter-Dulin Bldg.	111 Sutter St.	A	4/5
292	1A & 2	Crocker Bank	1-25 Montgomery St.	A	4/4
293	1	Argonaut Bldg.	161 Kearny St.	B	-
293	2	Bartlett-Doe Bldg. (Sherman Clay)	153 Kearny St.	B	-
293	3	Young Bldg.	123 Kearny St.	B	-
293	5	Bullock & Jones	126 Post St.	A	3/3
293	6	Jeweler's Bldg.	150 Post St.	B	-
293	7		214 Grant Ave.	A	3/3
293	9	White House	255 Sutter St.	A	3/4
294	1	Hammersmith & Co.	301 Sutter St.	A	3/4
294	5	(Dr. Scholls)	233 Grant Ave.	B	-
294	6	Shreve Bldg.	201 Grant Ave.	A	-
294	9	Gumps	250 Post St.	B	4/4
294	11	(Dunhill)	278 Post St.	B	2/4
294	13	Hotel Drake-Wiltshire	340 Stockton St.	B	-
294	15	Galen Bldg.	391 Sutter St.	B	-
294	17	Forbidden City	355 Sutter St.	B	-
295	5	Bullock and Jones	340 Post St.	B	3/4
295	8	Sir Francis Drake Hotel	450 Powell St.	A	-
295	10 ptn	Old P.G. & E.	445 Sutter St.	A	2/3
295	10 ptn	Old P.G. & E.	447 Sutter St.	A	2/3
296	1		449 Powell St.	B	-
296	5	Chancellor Hotel	433 Powell St.	B	-
296	6	Argonaut Club (United Airlines)	421 Powell St.	B	3/4
296	7		438 Post St.	B	-
296	8	Chamberlain Bldg.	442 Post St.	B	3/4



BLOCK	LOT	NAME	ADDRESS	HERITAGE SURVEY RATING	DC SURV RATING
296	9	Elks Club	450 Post St.	A	-
296	10	Medico-Dental Bldg.	490 Post St.	B	-
296	12B	Francisca Club	595 Sutter St.	B	-
297	1	Marines Memorial	609 Sutter St.	B	-
297	5	Olympic Club	524 Post St.	A	3/4
297	7	Bohemian Club	624 Taylor St.	A	-
297	14	Academy of Arts	627 Sutter St.	B	3/4
306	2	Water Dept. Bldg.	425 Mason St.	B	-
306	7A	Geary Bldg.	450 Geary St.	B	-
306	7B	(ACT Studios)	458 Geary St.	B	-
306	20	(Press Club)	555 Post St.	B	-
307	1	St. Francis Hotel (Older bldg. only)	335 Powell St.	A	4/5
307	8	Native Sons Bldg.	414 Mason St.	A	3/4
307	9	1st Congregational Church	491 Post St.	A	3/4
308	1	Union Square Garage	333 Post St.	B	-
309	1	Brooks Bros. Bldg.	209 Post St.	A	2/3
309	4	Marion Bldg.	108 Geary St.	B	-
309	5	E. Simon Bldg.	120 Geary St.	B	-
309	6	Sach's Bldg.	132 Geary St.	B	2/3
309	10	Whittell Bldg.	166 Geary St.	A	2/3
309	13	(Today's)	216 Stockton St.	B	-
309	14	A.M. Robertson Bldg.	218 Stockton St.	B	-
309	23	Old Ransohoff's (The Limited)	259 Post St.	B	-
309	27	S. Christian of Copenhagen	225 Post St.	B	3/4
310	2	Roullier Bldg.	49 Kearny St.	B	-
310	3	Oscar Luming Bldg. (Brooks Cam.)	45 Kearny St.	B	-
310	4	Baldwin Bldg.	25 Kearny St.	B	3/4
310	6	(Fidelity Svgs.)	2 Geary St.	B	-
310	5	Schmidt Bldg.	10 Geary St.	B	-
310	8	Rosenstock	28 Geary St.	B	-
310	19	(Old) Liebes Bldg.	175 Post St.	B	-
310	20	Rothchild Bldg.	165 Post St.	-	3/3
310	22	O'Connor-Moffat Bldg.	117 Post St.	B	-
311	5	(See's Candy)	660 Market St.	B	-
311	8	Maskey Bldg.	46 Kearny St.	B	3/3
311	10	(Old) Bullock & Jones	60 Kearny St.	B	-
311	13	Mechanics Institute	57 Post St.	A	3/3
312	6	Wells Fargo Bank (Union Trust Co.)	744 Market St.	A	5/5
312	8	(Old) I. Magnin	50 Grant Ave.	B	-
312	9	Bankers Investment Bldg.	722 Market St.	B	2/3
312	10	Citizens Savings	704 Market St.	A	5/5
313	3	Eleanor Green Bldg.	55 Grant Ave.	B	-
313	7	Zobel	17 Grant Ave.	B	3/3

BLOCK	LOT	NAME	ADDRESS	HERITAGE	DCP
				SURVEY RATING	SURVEY RATING
313	8	Security Pacific Bank (Savings Union Bank)	1 Grant Ave.	A	4/4
313	10	Kohler and Chase	20 O'Farrell St.	B	3/3
313	15	Whitney Bldg.	133 Geary St.	B	-
314	1	I Magnin	233 Geary St.	-	3/3
314	2	Macy's	101 Stockton St.	B	-
314	7	Omar Khayyam's	200 Powell St.	A	4/4
314	11	Lincoln Bldg. (Lufthansa Bldg.)	293 Geary St.	B	-
315	1	Elkan Gunst Bldg.	301 Geary St.	B	3/5
315	22	Hotel Stewart	351 Geary St.	B	-
315	26	Lefty O'Doul's	333 Geary St.	B	-
316	10	KBHK-TV (NBC Radio Studios)	444 Taylor St.	-	2/3
316	13	Clift Hotel	491 Geary St.	B	2/3
316	18		459 Geary St.	B	-
316	18A	Curran Theater	445 Geary St.	A	4/5
317	1	Hotel Bellevue	501 Geary St.	-	3/4
326	1	Marquard's Little Cigar Store	201 O'Farrell St.	B	-
326	3	(Walgreen's)	135 Powell St.	B	-
326	4	(Bernstein's Fish)	111 Powell St.	B	-
326	18	Hotel Barclay	243 O'Farrell St.	B	2/3
327	1	Imperial Realty (Leeds)	65 Stockton St.	B	-
327	22	Elevated Shops	142 Powell St.	-	3/3
328	1	Phelan Bldg.	760 Market St.	A	4/5
328	4	Joseph Magnin	77 O'Farrell St.	B	-
329	1	West Bank Bldg.	800 Market St.	B	-
329	2	Summer & Kaufmann	838 Market St.	A	2/3
329	2A	Bartell's Juliette	840 Market St.	B	2/3
329	5	Flood Bldg.	870 Market St.	A	5/5
330	4	Hotel Powell	17 Powell St.	B	-
330	5	Bank of America (Bank of Italy)	1 Powell St.	A	4/5
330	23	Continental Hotel	119 Ellis St.	B	-
336	1	(Four adjacent bldgs.)	245-59 Hyde St.	-	1/3
339	8	(Garage)	150 Turk St.	-	3/3
340	4	Oxford Hotel	16 Turk St.	B	2/3
341	6	Mechanic's Savings Bank Bank Bldg.	948 Market St.	B	-
342	7	Warfield Theater	982 Market St.	A	3/4
342	13	Crest Theater	980 Market St.	B	-
343	2	Golden Gate Theater	1 Taylor St.	A	3/5
343	8	Riverside Apts	50 Golden Gate Ave.	-	3/3
345	12C	Padre Apartments	381 Turk St.	-	2/3
345	13C	YMCA Hotel	359 Turk St.	-	2/3
346	3B		125 Hyde St.	-	2/3
349	3	Hibernia Bank	1 Jones St.	A	5/5
349	12	St. Boniface Church Complex	133 Golden Gate Ave.	-	3/4
350	1	San Christina Bldg.	1000 Market St.	B	-

BLOCK	LOT	NAME	ADDRESS	HERITAGE	DCP
				SURVEY RATING	SURVEY RATING
350	4	Anglo-Calif. Trust (Crocker Bank)	1072 Market St.	B	3/4
351	1	Hotel Shaw	1112 Market St.	B	2/4
351	32	Cokebury Book Store	83 McAllister St.	-	2/4
351	37	# 1 UN Plaza Bldg.	1 United Nations Plaza	B	3/4
834	4	Masonic Temple	25 Van Ness Ave.	-	4/5
834	5	International Center	50 Oak St.	-	3/4
3506	2	Coca Cola Plant	1500 Mission St.	-	2/3
3508	1	Merchanidise Mart	1355 Market St.	-	2/3
3702	1	IOOF Hall	26 - 7th St.	A	2/3
3702	47	Embassy Theater	1125 Market St.	B	-
3703	59	Grant Bldg.	1095 Market St.	A	-
3703	61	Federal Hotel	1083 Market St.	B	-
3703	63	Egyptian Theater	1069 Market St.	B	-
3703	65	EDE Bldg.	1059 Market St.	A	-
3703	76	Eastern Outfitting Co.	1021 Market St.	A	3/3
3704	1	Penny's (Hale Bros.)	S/W 5th & Market Sts.	A	4/4
				A	4/4
3704	68	Hale Bros. Dept. Store (Walgreen's)	979 Market St.	A	-
3704	69	Wilson Bldg.	973 Market St.	A	2/3
3704	71	Empress (St. Francis) Theater	949 Market St.	B	-
3704	72	Morrison's	943 Market St.	-	2/3
3705	1	Pacific Bldg.	821 Market St.	A	4/4
3605	37	Commercial Bldg.	825 Market St.	B	-
3705	42	Lincoln Bldg.	879 Market St.	B	-
3705	43	The Emporium	835 Market St.	A	3/4
3706	1	Central Tower	703 Market St.	B	-
3706	28	Apparel Center Bldg. (U.A. Bldg.)	49 Fourth St.	B	-
3706	48	Humboldt Bank	785 Market St.	A	4/4
3706	61	Carrol & Tilton Bldg. (Schwabacher's)	735 Market St.	B	-
3706	62	Bancroft Bldg.	725 Market St.	B	
3706	70	ptn Mercantile Bldg.	700 Mission St.	A	3/4
3707	1	Sante Fe Bldg. (Old West Coast Life)	601 Market St.	B	-
3707	2	Schumacher Bldg.	20 - 2nd St.	B	-
3707	20	Graphics Bldg.	662 Mission St.	-	2/3
3707	29	Breen's	71-77 Third St.	B	-
3707	33	Call Bldg.	74 New Montgomery	A	2/4
3707	35	Sharon Bldg.	55 New Montgomery	A	3/4
3707	44	Palace Garage	111 Stevenson St.	B	-
3707	51	Monadnock Bldg.	681 Market St.	B	2/3
3707	52	Palace Hotel	639 Market St.	B	3/4
3707	55	Hoffman Grill	619 Market St.	B	-
3707	57	Examiner Bldg.	691 market St.	B	2/3
3707	59	Metropolitan Trust (B of A)	625 Market St.	B	-

BLOCK	LOT	NAME	ADDRESS	HERITAGE SURVEY RATING	DCP SURVEY RATING
3708	17	Chancery Bldg.	562 Mission St.	B	-
3708	19	Wells Fargo (Pacific Tele.)	71 Second St.	A	-
3708	22	One Ecker	16 Jessie St.	B	-
3708	29	Warehouse	64 Jessie St.	B	-
3708	34	California Farmer	83 Stevenson St.	B	-
3709	4	Yawman-Erbe Mfg. Co.	50 Fremont St.	B	-
3709	8	(Terminal Plaza)	440 Mission St.	B	-
3709	11	Blake, Moffit & Towne	41 First St.	B	-
3709	12	Sheldon Bldg.	9 First St.	B	-
3711	14A	P.G.&E. Co.	245 Market St.	A	3/4
3711	18	(Matson Bldg.)	215 Market St.	A	3/4
3713	6	Southern Pacific Bldg.	1 Market St.	A	3/4
3721	81		549 Mission St.	B	-
3722	8	Pacific Telephone Co.	140 New Montgomery	A	4/4
3722	13		147 Natoma St.	-	3/3
3722	14		145 Natoma St.	-	2/3
3722	63	Williams Bldg.	101 Third St.	B	2/3
3722	71	Rialto Bldg.	116 New Montgomery	A	3/3
3724	14		820 Howard St.	-	2/3
3728	89		1235 Mission St.	-	3/3
3730	61		1155 Howard St.	-	2/3
3735	5		631 Howard St.	-	2/3
3735	41	(American News Co.)	657 Howard St.	-	3/3
309	20	Schroth Bldg.	234 Stockton St.	B	-

\*Heritage Survey refers to a survey of downtown buildings located along Market Street and in the downtown financial and retail districts conducted by the Foundation for the San Francisco's Architectural Heritage. Buildings constructed after 1945 were not rated. An 'A' rating indicates the most important individual buildings, distinguished by outstanding qualities of architecture, historic and cultural value and relationship to environment. A 'B' rating indicates buildings which are individually important for their overall quality rather than for particular, outstanding characteristics.

\*\*DCP Survey refers to an architectural survey of all buildings in the city conducted by the Department of City Planning in 1976. Those buildings considered to have architectural value were rated as to the degree of architectural value from a low of "0" to a high of "5". Buildings rated 3, 4 or 5 represent less than 1% of the city's entire building stock. The survey rating is comprised of two numbers e.g. 3/4. The first number reflects only the exterior architectural quality of the building; the second reflects both the architecture and the building as viewed in its setting.

# LANDMARKS

Buildings in C-3 Districts which had  
been designated as of May 29, 1980

Block	Lot	Name	Address
227	29	Original US Mint & Sub-Treasury	608 Commercial
239	3	Bank of California	400 California
239	12	A. Borel & Co.	440 Montgomery
239	14	Italian American Bank	450 Montgomery
241	12	Old St. Mary's	660 California
268	6,7&8	Mills Bldg. & Tower	220 Montgomery
			220 Bush
288	27	Hallidie Bldg.	130 Sutter
309	19	**V.C. Morris Bldg.	140 Maiden Lane
316	1A	Geary Theater	415 Geary
351	22	Orpheum Theater	1192 Market St.
3706	68	St. Patrick's	756 Mission
3715	1	Audiffred Bldg.	1-21 Mission





ARCHITECTURALLY AND/OR HISTORICALLY  
SIGNIFICANT BUILDINGS, DESIGNATED LANDMARKS  
AND  
DOWNTOWN CONSERVATION DISTRICTS.



APPENDIX F, PART 2  
TRANSFER OF DEVELOPMENT RIGHTS AND  
RETENTION AND RESTORATION ALLOWANCES:  
PROPOSED PLANNING CODE TEXT

Add new subsections 127(b) and 127(c) as follows:

- (b) Allowance for Transfer of Development Rights. The difference between the basic gross floor area of a lot (the transferor lot) permitted under Section 124 of the Code\* and the gross floor area of a significant building (as defined by Sec. 241.2(a) of this Code)\*\* on such lot may be transferred to a building or structure on another lot (the transferee lot), provided that:
- (i) the amount of gross floor area transferred to the transferee lot does not exceed the preservation allowance permitted by Section 125(b)\*\*\* or the additional amount permitted by Sec. 243\*\*\*\* to be transferred to lots in Special Development Districts;
  - (ii) the development on the transferee lot will not result in the destruction or a substantial alteration (as defined by Sec. 241.2 (b) of this Code)\*\* of another significant building;
  - (iii) the transferor lot and transferee lot are in the same zoning district or the transferee lot is in Special Development District No. 1 or No. 2,\*\*\*\*;
  - (iv) to the extent such work is deemed necessary by the City Planning Commission, the owner of the transferor lot agrees to restore the facade and interior public areas and to seismically reinforce the building in accordance with the State Historic Building Code;
  - (v) the owner of the transferor lot agrees to maintain the significant building in restored condition for its reasonable life.

The difference between the gross floor area transferable from the transferor lot and the amount actually transferred to a transferee lot may be transferred to another transferee lot or lots at any time within 15 years from the date of recordation of the initial transfer.

(Note: Documentation of the transfer would be covered by existing Sec. 127 of the Code which should be amended to add the words "or transferor" after the word "adjacent" wherever it appears in existing subsections (c) (d) and (e) and to change existing subsections (c), (d), (e) and (f) to subsections (e) (f) (g) and (h).)

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\* See p. A-1  
\*\* See p. F-12

\*\*\* See p. A-2  
\*\*\*\* See p. F-19

(c) Retention and Restoration Allowance

The maximum permitted gross floor area for any building or development on a lot (the transferee lot) may be increased by an amount to be determined by the City Planning Commission but not to exceed 50% of the gross floor area of a significant building (as defined in Sec. 241.2(a))\* on another lot (the transferor lot) provided that, in addition to the requirements of clauses (i) through (v) of subsection 127(b), the Commission finds that the allowance should be granted in order to preclude a finding pursuant to Sec. 244.3(a)\*\* that reasonable use cannot be made of the significant building.

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\* See p. F-12

\*\* See p. F-13

APPENDIX F. PART 3  
DOWNTOWN CONSERVATION DISTRICTS:  
PROPOSED PLANNING CODE TEXT

Add a new section 244 as follows:

SECTION 244. DOWNTOWN CONSERVATION DISTRICT NO. 1 and No. 2.

There shall be two special use districts to be known as the Downtown Conservation Districts, Numbers 1 and 2, as designated on Sectional Map No. \_\_\_ of the Zoning Map. (Note: See Map 3, P. \_\_\_ of this report.)

Sec. 244.1. Objectives.

- (a) The objective in establishing Downtown Conservation District No. 1 and No. 2 is to conserve the architectural resources that distinguish the City's downtown financial center and retail area and enhance their attractiveness as a location for businesses activity. The conservation of the area's architectural resources requires the preservation of those buildings, that contribute to the visual richness of the street, the sense of historical continuity and the overall architectural excellence and design unity.
- (b) Additional objectives in establishing Downtown Conservation District No. 2 are to conserve the environmental conditions and unique character that contribute to the continued vitality of the downtown retail area and to achieve a cohesive and effective frame for major plazas and important historical pre-fire governmental buildings in the vicinity of the retail core. The amount of sunlight reaching the street is an important attribute that makes shopping and visiting the area an enjoyable experience. Preventing the erosion of this environmental quality coupled with architectural conservation will help to insure the long term economic health of the central retail area. Further, the effective and appropriate framing of Hallidie Plaza, The Old Mint, United Nations Plaza and the 7th Street Post Office and Courts will contribute to the unique character and attractiveness of the area.

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1/ See F-13

## Sec. 244.2. Definitions

As used in this section:

- (a) "significant building" means a designated landmark or a building identified as an architecturally and/or historically significant building in a list thereof endorsed by the City Planning Commission on May 29, 1980 as amended from time to time;
- (b) "substantial alteration" means an alteration of the facade or other significant external architectural features visible from public rights of way of significant buildings which alteration will detract from the special character or special historical, architectural or aesthetic interest or value of such buildings. The City Planning Commission may adopt and publish guidelines regarding the kinds of alterations which will not be classified as a substantial alteration.
- (c) "contributory building" means a building rated C in the Heritage Survey which building is part of a cluster of three or more buildings which are either significant buildings or C rated buildings. "Cluster" means buildings on contiguous lots or lots which would be contiguous if they were not separated solely by a street, which buildings can be viewed at street level as a group.\*
- (d) "Heritage Survey" means the survey conducted by the Foundation for San Francisco Architectural Heritage and published as "Splendid Survivors" California Luring Books, 1979;
- (e) "Department of City Planning Survey" means the architectural survey of buildings conducted by the Department of City Planning in 1976.

## Sec. 244.3. Requirements: District No. 1 and No. 2

Within Downtown Conservation District No. 1 and No. 2 new buildings and structures and alterations of existing buildings and structures shall be subject to the following requirements:

- (a) Any new building or structure or alteration of an existing building or structure which results in the destruction or substantial alteration of a significant building may be permitted only by conditional use authorization. The City Planning

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\* See Appendix F, Part 4, p. F-15 for a list of contributory buildings.

Commission may authorize such a building or structure if, in addition to the findings required by Section 303(c), the facts presented establish that, taking into account the project as a whole and taking into account the availability of the transfer of development rights and retention and restoration allowance authorized by Section 127(b) and (c), reasonable use cannot be made of the significant building. If such a use is authorized, the Commission shall impose conditions regarding retention of such portions of the significant building as appears reasonable in the circumstances.

- (b) Any new building or structure or substantial alteration of a building or structure which results in the destruction or defacement of a contributory facade may be permitted only by conditional use authorization. The City Planning Commission may authorize such a use if, in addition to the findings required by Section 303(c), the facts establish that retention of the facade is not feasible nor desirable.
- (c) Any building or structure constructed within the district on a site containing a significant or contributory building or on a site immediately adjacent to such a site shall comply with the following requirements:
  - (1) if retention of a facade is involved, the retention shall be accomplished in a manner whereby a substantial portion of the building abutting the facade is also retained or new floors are installed at the same level as the old floors and the interior portions that are visible from the street are designed and laid out to give the appearance of an intact building.
  - (2) new development above the height of a retained street facade shall be designed to respect the integrity and scale of that facade.
  - (3) street frontages of new buildings on sites immediately adjacent to significant and contributory buildings shall generally reflect the relative ratio of solid area to glazing, window proportions, important building lines and impression of weight and mass of the adjacent building structure, up to a height equivalent to the bases defined on the adjacent building.

Sec. 244.4. Additional Requirements: District No. 2

Within Downtown Conservation District No. 2, new buildings and structures shall be subject to the following additional requirements:



- (a) Any new building or structure on a lot which abuts United Nations Plaza, Hallidie Plaza, the Old Mint, and the Federal Post Office and Courthouse, or would so abut if not separated solely by a street or alley, may be permitted only by conditional use authorization. The City Planning Commission may authorize such building or structure only if it incorporates into its facade features and characteristics, such as window proportions, materials, ratio of solid areas to openings, building lines, and facade organization of the significant buildings framing the plazas or the Old Mint or the Federal Post Office and Courthouse, as the case may be.
- (b) Any new building or structure, the mass of which will cast shadows on a public sidewalk in excess of shadows cast by existing development may be permitted only by conditional use authorization. The City Planning Commission may authorize such a building or structure only if the building is sited and shaped so that it does not decrease the amount of sunlight reaching the sidewalk between 11 a.m. to 1 p.m. during the period starting with the spring equinox and ending with the fall equinox. On sites where existing buildings are less than fifty feet high, the amount of sunlight may be decreased up to the amount of shadow a fifty-foot high building would cast in that location during the stated period.



LIST OF CONTRIBUTORY BUILDINGS\* IN THE  
PROPOSED DOWNTOWN CONSERVATION DISTRICTS

Block No.	Lot No.	Name	Address
267	2	-	77 Battery Street
292	9	Sutter Hotel	171 Sutter Street
315	20A	-	381 Geary Street
3703	1	Deiger Building	1001-1005 Market Street
	58	-	1043-1045 Market Street
	68	Sterling Building	1049 Market Street
	70	-	1035 Market Street
	78	-	1007-1009 Market Street
228	3	-	407-411 Sansome Street
	6	Pacific Gas & Electric Co.	222 Leidesdorff Street
	9	-	558 Sacramento Street
	10	-	560 Sacramento Street
	15	-	527 Montgomery Street
	30	-	565 Clay Street
	31	-	559-561 Clay Street
	32	-	553-557 Clay Street
240	2	Kemper Building	417 Montgomery Street
260	7	Seibach and Deans Building	340-344 Pine Street
	8	Dividend Building	348-354 Pine Street
	9	Phoenix Building	358-360 Pine Street
261	2	R. Stanley Dollar Building	111-141 Battery Street
268	12	Exchange Block	369 Pine Street
	17	Inecon Building	240 Montgomery Street
	18	-	248-250 Montgomery Street
	19	Barneson Building	256 Montgomery Street
269	2	-	334 Bush Street
	2A	-	344 Bush Street
	4	Sam's Grill	364 Bush Street
	5	Shasta Hotel	380 Bush Street
	6	-	429-431 Bush Street
	14	-	28 Beader Street
	15	-	40 Beiden Street
	18	-	52 Beiden Street
	20	-	485 Pine Street
	21	Saroyan Building	471-475 Pine Street
	22	Temple Hotel	469 Pine Street
	24	Duffy's/Graziano's	453 Pine Street

\*"Contributory building" means a building rated C in the Heritage Survey which building is part of a cluster of three or more buildings which are either significant buildings (i.e., buildings on the list endorsed by the City Planning Commission) or C rated buildings. "Cluster" means buildings on contiguous lot or lots which would be contiguous if they were not separated solely by a street, which buildings can be viewed at street level as a group.

## Block

No.	Lot. No.	Name	Address
270	1	Kearny-Pine Building	353-359 Kearny Street
	3	Westinghouse Building	325-329 Kearny Street
	5	-	315 Kearny Street
283	4	-	600-608 Sutter Street
284	6	Cartwright Hotel	524 Sutter Street
	9	-	550-556 Sutter Street
	11	-	578-580 Sutter Street
286	1	St. Charles Hotel	507 Bush Street
	3	Hotel Baldwin	321-323 Grant Avenue
	22	Terbush Building	515-519 Bush Street
287	2	McKay Building	243 Kearny Street
	3	-	237-241 Kearny Street
	4	-	227-231 Kearny Street
	5	-	219-225 Kearny Street
	6	-	215-217 Kearny Street
	7	-	209 Kearny Street
	17	Beverly Plaza Hotel	334-352 Grant Avenue
	18	Manufacturing Jewelers' Building	461-463 Bush Street
	19	Le Central	453-455 Bush Street
	20	Hansa Hotel	447 Bush Street
288	3	-	133-137 Montgomery Street
	4	Wilson Building	125-129 Montgomery Street
	5	-	109-123 Montgomery Street
	8	-	126 Sutter Street
	16	-	260 Kearny Street
	25	Hotel Stanford	246-250 Kearny Street
	29	Robin's Building	220-226 Kearny Street
291	2	-	550 Market Street
	3	-	554 Market Street
294	16	Nathalie Nicoli Bldg.	371-375 Sutter Street
	2	-	255 Grant Avenue
	3	-	251-253 Grant Avenue
	7	Guggenheim Building	216-220 Post Street
	8	Gumps/Elizabeth Arden	228-240 Post Street
	10	S. Christian of Copenhagen	225 Post Street
	12	Vasilis	44 Campton Place
	19	-	345-353 Sutter Street
	21	Hotel Alano	323-333 Sutter Street
	22	Newbegin Building	315-317 Sutter Street
	23	Orpheus	307-309 Sutter Street
285	5	McCloud Building	400-406 Sutter Street
	2	-	445-447 Powell Street
296	12A	St. Francis Apts.	542 Mason Street
	13	-	575 Sutter Street
	14	-	439 Powell Street
297	9	-	693 Sutter Street
	10	-	679-683 Sutter Street
	12	-	655 Sutter Street

Block No.	Lot No.	Name	Address
297	13	Hotel Beresford	635 Sutter Street
306	4	-	400-414 Geary Street
	6	Paisley Hotel	418-432 Geary Street
	7	Somerton Hotel	436-440 Geary Street
	8	-	468 Geary Street
	9	Hotel David	476-480 Geary Street
	11	-	484-486 Geary Street
	12	Maryland Hotel	490-498 Geary Street
	16 & 18	Post-Taylor Garage	569 Post Street
	17	-	593-599 Post Street
	22	Hotel Cecil	545 Post Street
307	6	Rosebud's English Pub	366-374 Geary Street
	7	Hotel Rafael	386 Geary Street
309	3	Granat Bros.	100 Geary Street
	7	-	146 Geary Street
	8	-	152 Geary Street
	9	-	156 Geary Street
	Part of		
	10 & 12	-	177 Maiden Lane
	11	Colson Building	200-212 Stockton Street
	22	Lathrop Building	275 Post Street
310	12	Hotel Greystone	66 Geary Street
	13, 14	Cailleau Building	88 Geary Street
	15	Livingston Bros.	100 Grant Avenue
	16	-	166 Grant Avenue
	17	-	140 Grant Avenue
	24	St. Paul Catholic Book and Film Center	46 Geary Street
311	11	Federal Savings Bldg.	79 Post Street
313	1	Paragon Building	101-111 Geary Street
	2	-	59 Grant Avenue
	4	-	45 Grant Avenue
	5	Fisher Building	39-41 Grant Avenue
	16	-	125-129 Geary Street
314	6	St. Moritz hotel	180-190 O'Farrell Street
	8	Lew Serbin Co./World of Fabric	222 Powell Street
	9	-	226-230 Powell Street
	10	Hotel Stratford	236 Powell Street
	12	St. Paul Building	285-291 Geary Street
	14	Werner Building	251-259 Geary Street
315	2	-	235-245 Powell Street
	3, 6, 7, 8,		
	9	Manx Hotel	201 Powell Street
	4	Howard Building	207-217 Powell Street
	10	Spaulding Hotel	238-242 O'Farrell Street
	17	King George Hotel	334-334 Mason Street
326	2	Hotel Herbert	151-161 Powell Street
	5	The Misses Butler Bldg.	120 Ellis Street
327	2	-	55-59 Stockton Street
	12	Hotel Golden State	100-118 Powell Street
	13	-	120 Powell Street

Block No.	Lot No.	Name	Address
327	18	Downtown Center Bldg.	165-167 O'Farrell Street
	20	-	107 O'Farrell Street
328	2	Grodins	790 Market Street
329	6	Historic John's Grill	61-65 Ellis Street
330	1	Powell Building	111 Ellis Street
	2	-	45-49 Powell Street
	3	Powell Cinema	35-41 Powell Street
342	1	Dean Building	950-964 Market Street
	2	-	966-970 Market Street
	4	-	972 Market Street
350	2	Bijou Theater	1028-1056 Market Street
3702	46	Strand Theater	1127 Market Street
	48	-	1115-1117 Market Street
3703	64	-	1063 Market Street
	74	-	1025 Market Street
	75	-	1023 Market Street
3704	74	National Dollar Store	931-933 Market Street
	75	National Dollar Store	929 Market Street
	76	-	925 Market Street
	77	Taylors	923 Market Street
3706	63	Bliss and Fairweather	721 Market Street
	64	Morris Plan Co.	715-719 Market Street
3707	2A	-	609-611 Market Street
	14	Crossley Building	79 New Montgomery Street
	54	-	621 Market Street
	56	-	613-615 Market Street
3722	7	-	137-159 New Montgomery Street
	22	Furniture Exchange	170-180 New Montgomery Street
	70	-	641-643 Mission Street
	72	Standard Building	111-121 New Montgomery Street
	73	Koracorp Building	617-623 Mission Street
	69	Veronica Building	647-649 Mission Street

APPENDIX F: PART 5  
SPECIAL DEVELOPMENT DISTRICTS:  
PROPOSED PLANNING CODE TEXT

Add a new section 243 as follows:

Sec. 243. Special Development Districts

In order to provide for certain areas to which the unused development potential of lots containing significant buildings as defined in Sec. 241.2(a)\* may be redirected, there shall be two special use districts to be known as the Special Development Districts, Numbers 1 and 2, as designated on Sectional Map No. \_\_\_\_\_ of the Zoning Map.\*\* Development at high densities in these areas is appropriate only if there is a commensurate reduction in the allowable density of development in other downtown areas.

Sec. 243.1. Special Development District No. 1. The following provisions shall apply within Special Development District No. 1:

a) The basic floor area ratio of 6.0 to 1 as shown on Table 1 in Section 124 may be increased to 12.0 to 1 by the transfer from Conservation Districts 1 and 2 as designated on Section Map No. \_\_\_\_ of the Zoning Map\*\*\* of development rights as authorized by subsection 127(b).

b) If the floor area ratio is increased to the maximum allowed under subsection (a) above it may be further increased using the allowances authorized in Section 126 for the C-3-0 district.

c) The recreation and open space requirements applicable to the C-3-0 district shall apply to that increment of gross floor area which exceeds a floor area ratio of 12.0 to 1.

Section 243.2. Special Development District No. 2. The following provisions shall apply within Special Development District No. 2:

a) The basic floor area ratio of 6.0 to 1 as shown on Table 1 in Section 124 may be increased to 12.0 to 1 by the transfer from Conservation Districts 1 and 2 as designated on Section Map No. \_\_\_\_ of the Zoning Map\*\*\* of development rights as authorized by subsection 127(b).

b) If the floor area ratio is increased to the maximum allowed under subsection (a) above it may be further increased using the allowances authorized in Section 126 for the C-3-0 district.

c) The recreation and open space requirements applicable to the C-3-0 district shall apply to that increment of gross floor area which exceeds a floor area ration of 12.0 to 1.

\* p. F-13.

\*\* Map 5, p. 26.

\*\*\* Map 4, p. 24.

APPENDIX G: INDUSTRY

PART 1: Conditional Uses in Industrial Areas:  
Proposed Planning Code Text





APPENDIX G: PART 1  
CONDITIONAL USES IN INDUSTRIAL AREAS:  
PROPOSED PLANNING CODE TEXT

Amend Sec. 219 to make offices conditional uses in CM, M-1 and M-2 districts.

Add a new Section 228 as follows:

Sec. 228 Additional Criteria for Certain Uses in C-M, M-1 and M-2 Districts.

The uses referred to in Section 215, 216 and 219 permitted by conditional use in C-M, M-1 and M-2 districts shall be authorized only if the following criteria, in addition to the requirements of Sec. 303(c), are met:

1. The site is not likely to be marketable for industrial uses in the foreseeable future.
2. The office or residential use will not be incompatible with industrial use on adjacent properties.
3. In the area bounded by Channel St., Eighth St., the Embarcadero and the northerly edge of the M-1 district generally along Folsom St., the office use is of a service nature to the downtown.



APPENDIX H  
EXISTING MASTER PLAN POLICIES APPLICABLE TO DOWNTOWN

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## COMMERCE & INDUSTRY ELEMENT

### OBJECTIVE 6

MAINTAIN AND IMPROVE SAN FRANCISCO'S POSITION AS A PRIME LOCATION FOR FINANCIAL, ADMINISTRATIVE, CORPORATE, AND PROFESSIONAL ACTIVITY.

The downtown financial district is currently the city's most active employment center. Almost two-thirds of the city's new permanent jobs added in recent years are located there. This growth, primarily in finance, insurance, real estate activities, legal services and business services reflects the city's strong competitive advantage in this sector. The growth of this sector can be expected to continue, although perhaps at a lower rate.

This office sector is a major provider for employment opportunities in the city. Although many of the jobs recently created have gone to non-San Francisco residents, the number of jobs available to residents is still considerable and significant and can be increased by pursuing policies under Objective 2. It is important, therefore, that vitality of this large employment sector be maintained.

### POLICY 1

ENCOURAGE CONTINUED GROWTH OF PRIME DOWNTOWN OFFICE ACTIVITIES SO LONG AS UNDESIRABLE CONSEQUENCES OF SUCH GROWTH CAN BE AVOIDED.

The rapid growth of office space during the last two decades in San Francisco's downtown has greatly shaped the city both economically and physically. This growth, while certainly supporting the economic vitality of the city, has not been without its environmental and aesthetic costs. Recognizing that the public costs associated with downtown have been great - considered by some to be excessive - they have to a great extent been for public facilities and improvements which are now in place. Taking these public investments as given additional downtown growth can occur with limited additional direct public costs.

As these public facilities become strained, however, the marginal costs and benefits may well indicate real limits to growth. Furthermore, the social and environmental cost must be weighed against economic benefits. These costs include:

- . Impact of commuter traffic on consumption of land for parking, downtown congestion, air pollution, and energy usage.
- . Impact of street level winds on the pedestrian.
- . Noise from increased traffic.
- . Impact of large office buildings on the scale and character of the city.



- . Impact of increased employment density on existing services and increased pressures on the limited housing supply.

These costs are each addressed in additional policies under this objective.

Assuming these costs are controlled within publically acceptable limits, the city should encourage continued office growth. It should be made clear to existing and future firms wishing to locate downtown that concern over issues of public cost and environmental impact is not merely opposition to further development but a recognition that there are practical limits to that growth which would benefit residents and business alike.

## POLICY 2

GUIDE LOCATION OF OFFICE DEVELOPMENT TO MAINTAIN A COMPACT DOWNTOWN CORE SO AS TO MINIMIZE DISPLACEMENT OF OTHER VIABLE USES.

San Francisco has been fortunate to have an extremely well-served, compact downtown office core area which also provides opportunities for growth. The economic scale afforded by the downtown district has played an important role in capturing employment in the finance, insurance, and real estate industries.

The specific site location requirements for this activity are: (1) centrality; (2) accessibility to modes of travel; and (3) agglomeration of a large number of interrelated, functionally supportive establishments; these requirements are met in the downtown office district.

Public benefit resulting from a concentration of uses in the downtown comes not only from the increased viability of the office sector but also from greater ability to service the area with public transit, thus reducing the public and private costs of commuting. Land use controls should continue to encourage growth of professional office space within the downtown office district to insure a compact downtown office area.

The success of the downtown office area depends on a careful interrelationship among functions. Labor-intensive functions such as financial and corporate office uses now occupy the core. More land-extensive activities such as data processing storage and clerical services have utilized peripheral locations generally South of Market. Supporting industrial activities such as wholesalers, printers, and delivery firms are also located outside the core area within the South of Market area. The physical proximity of all these functions should be promoted in order to maintain the cohesiveness and viability of the downtown.

The very strength of the downtown can threaten these economic linkages. Many of the supporting industrial and commercial activities are in areas which will be most likely to see the pressure for greater demand of office space. Public actions should

protect this important interrelationship and assistance should be provided when and if businesses are forced to relocate.

There will continue to be a need to protect the residential communities within the Chinatown and North Beach areas from encroachment of office development. There also is pressure for office development to expand southward into the area east and south of Mission Street. Since downtown support activities in this area depend on accessibility of major office users, the proximity of primary office users and support activities is critical. Should additional office development choose to locate within this adjacent support service area (the C-3-S district), it should not displace viable industrial and commercial uses. Vacant parcels or buildings should be utilized for potential new development.

### POLICY 3

ASSURE THAT DOWNTOWN DEVELOPMENT IS COMPATIBLE WITH THE DESIGN AND CHARACTER OF SAN FRANCISCO.

There is concern that highrise office construction, the most visible of growth within the downtown professional office sector, threatens the unique appearance and character of San Francisco; that monolithic impersonal buildings do not reflect the human scale of the city and do not respect the hills and characteristic topography of San Francisco.

This phenomenon is commonly referred to as "Manhattanization," a term connoting large scale office developments with shadowed, wind swept streets utilized only by work day populations that do not reside within the city. Neither downtown San Francisco nor many other areas of the city look or feel like San Francisco of pre-World War II years. Yet a strong and unique urban character remains and should be recognized and preserved.

While acknowledging that the technology of current downtown office development allows the construction of buildings many floors higher than those previously constructed, it is still possible to regulate and influence the height, bulk and architectural merit of office development in order to enhance the appearance of such buildings and to regulate site location to minimize view blockage and creation of street level winds - and to take steps to preserve those existing buildings of particular architectural merit.

Guidelines and criteria for the height, bulk and design of downtown buildings should be continually reassessed and strengthened to assure that they are effective and adequate in prompting structures that complement the city's architectural heritage.

#### POLICY 4

##### PROVIDE ADEQUATE AMENITIES FOR THOSE WHO LIVE, WORK AND USE DOWNTOWN.

Downtown development must be sensitive to the needs and desires of those who live or visit there, as well as work in the financial and corporate activities. The concept of bonusing, whereby more intense development is permitted in return for the inclusion of a variety of amenities such as open space, pedestrian access and spaces, and activity areas for public use, should be extended to insure the development of amenities for downtown residents as well as for the workday population. Land use controls should assume an adequate supply of convenience shopping and eating facilities.

#### POLICY 5

##### CONTROL TRAFFIC AND CONGESTION IN THE DOWNTOWN AREA, PARTICULARLY FROM PRIVATE AUTOMOBILES.

Additional economic growth in the financial district will mean more people, automobiles, and delivery trucks entering an already congested core area of the city. Such a trend could have a major impact on the quality of the living and working environment in the area and, in fact, impede the number of economic benefits derived by San Franciscans from local economic growth.

The adverse effects of downtown commuter traffic should be reduced by taking actions that discourage commuting by private automobile. Policies in the Transportation element relating to downtown should be implemented.

## DOWNTOWN RETAIL

### OBJECTIVE 7

IMPROVE DOWNTOWN SAN FRANCISCO'S POSITION AS A PRIME REGIONAL LOCATION FOR SPECIALIZED RETAIL TRADE.

San Francisco's downtown retail trade district is today one of the nation's few remaining viable downtown shopping areas found in a central city location. The retail core, generally bounded by Powell, Sutter, Kearny and Market, has retained and enhanced its position as the center for specialized comparison retail shopping within the Bay Area. This continued viability is an exception to the general decline experienced by downtown retail areas in many cities.

San Francisco has been less susceptible to competition from outlying regional shopping centers spawned by a large suburban population growth during the 50's, 60's and continuing today. Factors responsible for this position include a large number of specialized and attractive shops, proximity of a relatively large affluent work day population, high usage by San Francisco residents, accessibility via an extensive regional and city-wide transit system, and the nearby location of large hotels, restaurants and other establishments serving a large visitor population.

This combination of factors must be maintained and improved if San Francisco is to keep its downtown retail center prosperous. Growth that is compatible with existing uses while reinforcing the function of the retail sector should be encouraged. Similarly, the sensitive relationships with other land uses, the accessibility of downtown, the circulation within the area, and awareness of physical design amenities must be observed in promoting those factors responsible for a viable downtown retail sector.

### POLICY 1

ASSURE A STRONG INTERRELATIONSHIP OCCURS BETWEEN DOWNTOWN SPECIALTY SHOPPING, CULTURAL ENTERTAINMENT, AND VISITOR ACCOMMODATION ACTIVITIES.

One of the prime reasons for downtown's strength is the interdependence of retailing and other pedestrian oriented downtown activities. The proximity of the financial district, with its large work day population, spacious older and new hotels, and widely recognized restaurants give the downtown area exposure to a large and diverse population. The concentration of a large number of shops, hotels, and services within a short distance of the park at Union Square creates a pleasant pedestrian atmosphere. Circulation is relatively easy and the area is well served by local and regional transit.



It is important that mutually supportive functions be developed in the downtown area. Promoting evening activities is very important to the health of the area. The linkage between functionally supportive land uses such as office development, visitor facilities, housing, and parking should be protected in evaluating new development proposals formulated for the downtown and adjacent districts. These include the South of Market area and Yerba Buena Center, the Embarcadero and Golden Gateway, and areas to the north and west.

## POLICY 2

**SUPPORT THE CONTINUED STRENGTH OF HIGH QUALITY, SPECIALTY RETAIL SHOPPING FACILITIES IN THE RETAIL CORE.**

The downtown retail shopping area has developed into a compact, highly accessible specialty retail center for the Bay Area. The concentration of high quality stores and merchandise allows the retail area to function as a regional, as well as a citywide attraction. The city should promote the further compact development of this area, without endangering the pleasant environmental setting in order to strengthen economically this sensitive specialty retail function.

The amount of retail space allowed in new developments outside the retail core should be controlled to assure that the strength of the core is not depleted by competing retail centers.

## POLICY 3

**ENCOURAGE SHOPPER ACCESSIBILITY TO THE DOWNTOWN AREA AND PHYSICAL DESIGN AMENITIES AT A PEDESTRIAN SCALE WHICH WILL ENHANCE THE PEDESTRIAN CLIMATE.**

The high intensity retail uses found downtown depend on a heavy volume of pedestrian traffic and shopper mobility provided by transit. The downtown area presently enjoys a high degree of accessibility and ease of movement throughout the area. Street frontages at the ground level are almost exclusively devoted to retail and consumer service uses. Downtown retailers should be encouraged to continue to provide attractive show windows, displays and entrances in order to appeal to foot traffic throughout the area. Public improvements should be designed with the pedestrian in mind in order that the downtown area has greater appeal to pedestrians. Attention should be directed to providing a complete range of retail experiences in the downtown area, including appropriately located local artisan displays.

Automobile usage should be discouraged as vehicle congestion inhibits foot traffic within the area. Other physical amenities such as public plazas, lighting, benches, landscaping, and attention to building design are important to the continued appeal to pedestrians within the downtown area.

Policies of the Transportation Element should be pursued to assure continued accessibility of the retail district.

## RESIDENCE ELEMENT

### NEW RESIDENTIAL DEVELOPMENT

#### POLICY 2

ENCOURAGE THE CONVERSION OF UNDERUSED NON-RESIDENTIAL LAND TO RESIDENTIAL USE, AND ENCOURAGE MULTIPLE-RESIDENTIAL DEVELOPMENT IN CONJUNCTION WITH COMMERCIAL USES IN THE DOWNTOWN COMMERCIAL AREA.

In certain eastern sections of the city, opportunities exist for major new residential development. These areas offer desirable opportunities because new housing can be provided without displacement of existing residential units. Where industrial or commercial land cannot be put to productive use, the City should encourage its conversion to residence, particularly where development can occur through the private market. Mixed-use developments should also be encouraged in these areas, combining housing with certain commercial and industrial uses. The City should encourage multiple-residential development in conjunction with commercial uses in the downtown commercial area.

The appropriate intensity level for major new residential development should be determined according to the availability of essential services and amenities. Major new development should not overburden existing services and facilities, nor forestall necessary improvements in the quality of life and environment for existing residents.



URBAN DESIGN ELEMENT  
POLICIES FOR MAJOR NEW DEVELOPMENT

Visual Harmony

POLICY 1

Promote harmony in the visual relationships and transitions between new and older buildings.

New buildings should be made sympathetic to the scale, form and proportion of older development. This can often be done by repeating existing building lines and surface treatment. Where new buildings reach exceptional height and bulk, large surfaces should be articulated and textured to reduce their apparent size and to reflect the pattern of older buildings.

Although contrasts and juxtapositions at the edges of districts of different scale are sometimes pleasing, the transitions between such districts should generally be gradual in order to make the city's larger pattern visible and avoid overwhelming of the district of smaller scale. In transitions between districts and between properties, especially in areas of high intensity, the lower portions of buildings should be designed to promote easy circulation, good access to transit, good relationships among open spaces, and maximum penetration of sunlight to the ground level.

POLICY 2

Avoid extreme contrasts in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance.

Large buildings are most consistent with the visual unity of the city when they are light in color. The characteristics of San Francisco's climate and the varied effects of sunlight through the day in clear and fog-filled skies make bright but subtle hues a life-giving element in the skyline. Prominent new buildings should reflect this pattern.

Buildings of unusual shape stand out in the skyline. They call attention to themselves and correspondingly reduce the visual significance of other features in the city pattern. Such buildings may also create a jarring disharmony that counteracts the traditional blending of regular rectilinear forms in the San Francisco skyline. Unusual shapes, especially in large buildings, should therefore be reserved for structures of broad public significance such as those providing community-wide services.

### POLICY 3

Promote efforts to achieve high quality of design for buildings to be constructed at prominent locations.

Certain buildings will achieve visual prominence, whatever their design, because of their exposed locations. Among such locations are those at tops of hills; those fronting on permanent open space such as the Bay, parks, plazas, and areas with height limits; those facing wide streets or closing the vista at the end of a street; and those affording a silhouette against the sky, a muted background or a formal order such as in the Civic Center.

At locations of such prominence, the quality of building design is of special significance, and special efforts should be made to promote the best architectural solutions in both public and private buildings. In such solutions, the positive potentials of the site should be emphasized.

#### Height and Bulk

### POLICY 4

Promote building forms that will respect and improve the integrity of open spaces and other public areas.

New buildings should not block significant views of public open spaces, especially large parks and the Bay. Buildings near these open spaces should permit visual access, and in some cases physical access, to them.

Buildings to the south, east and west of parks and plazas should be limited in height or effectively oriented so as not to prevent the penetration of sunlight to such parks and plazas. Larger squares and plazas will benefit, in addition, from uniform facade lines and cornice heights around them which will visually contain the open space.

Large buildings and developments should, where feasible, provide ground level open space on their sites, well situated for public access and for sunlight penetration. The location and dimensions of such open space should be carefully considered with respect to the placement of other buildings and open spaces in the area, and with respect to the siting and functioning of the building with which it is provided. Where separation of pedestrian and vehicular circulation levels is possible in provision of such open space, such separation should be considered.

### POLICY 5

Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

The height of new buildings should take into account the guidelines expressed in this Plan. These guidelines are intended to promote the objectives, principles and policies of the Plan, and especially to complement the established city pattern. They weigh and apply many factors affecting building height, recognizing the special nature of each topographic and development situation.

Tall slender buildings should occur on many of the city's hilltops to emphasize the hill form and safeguard views, while buildings of smaller scale should occur at the base of hills and in the valleys between hills. In other cases, especially where the hills are capped by open spaces and where existing hilltop development is low and small-scaled, new buildings should remain low in order to conserve the natural shape of the hill and maintain views to and from the open space. Views along streets and from major roadways should be protected. The heights of buildings should taper down to the shoreline of the Bay and Ocean, following the characteristic pattern and preserving topography and views.

Tall buildings should be clustered downtown and at other centers of activity to promote the efficiency of commerce and avoid unnecessary encroachment upon other areas. Such buildings should also occur at points of high accessibility, such as rapid transit stations in larger commercial areas. In these various commercial centers, building height should taper down toward the edges to provide gradual transitions to other areas.

In residential and smaller commercial areas, tall buildings should occur closest to major centers of employment and community services which themselves produce significant building height, and at locations where height will achieve visual interest consistent with other neighborhood considerations. At outlying and other prominent locations, the point tower form (slender in shape with a high ratio of height to width) should be used in order to avoid interruption of views, casting of extensive shadows or other negative effects. In all cases, the height and character of existing development should be considered.

The guidelines in this Plan express ranges of height that are to be used as an urban design evaluation for the future establishment of specific height limits affecting both public and private buildings. For any given location, urban design considerations indicate the appropriateness of a height coming within the range indicated. The guidelines are not height limits, and do not have the direct effect of regulating construction in the city.

#### POLICY 6

Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

When buildings reach extreme bulk, by exceeding the prevailing height and prevailing horizontal dimensions of existing buildings in the area, especially at prominent and exposed locations, they can

overwhelm other buildings, open spaces and the natural land forms, block views and disrupt the city's character. Such extremes in bulk should be avoided by establishment of maximum horizontal dimensions for new construction above the prevailing height of development in each area of the city.

The guidelines for building bulk expressed in this Plan are intended to form an urban design basis for such regulation. These guidelines favor relatively slender construction above prevailing heights, but would not limit the horizontal dimensions of buildings below those heights. Generally speaking, the guidelines would not limit the total floor space that could be built, but would help to shape it to avoid negative external effects. If two or more towers are to be built on a single property, their total effect should be considered and a significant separation should be required between them. The precise form of the building or buildings would in large measure be left to the individual developer and his architects under these guidelines.

The guidelines of this Plan for building bulk are only minimum guidelines, and they are not intended to reduce the necessity for other expressed policies pertaining to height, visual harmony, or other factors. Even with building bulk kept within these guidelines, efforts should be made to articulate and soften building surfaces to reduce the massiveness of appearance to a greater degree.

## Large Land Area

### POLICY 7

Recognize the special urban design problems posed in development of large properties.

The larger a potential site for development, the greater are apt to be the size and variety of the urban design questions raised. Larger sites may mean greater visual prominence of development and greater impact upon the city pattern. As more land area is included in a single project, the possibilities are increased that the public resources in natural areas, historic buildings, and street space will be affected. Larger developments also have substantial requirements for public services, including transportation.

Under normal land use controls, most large development is governed by a "floor area ratio", which permits floor space to be built in each project in proportion to the amount of land area available. The floor area ratio limit tends to be geared to development of sites of small and moderate size, but not to take account of the impact of occasional developments that take up one or more whole blocks of land. Such developments, under this type of formula, may have a single building of truly massive proportions, or a series of building forms constructed in one or more phases.

These differences in nature and impact require that large sites be given close consideration in urban design planning.



## POLICY 8

Discourage accumulation and development of large properties, unless such development is carefully designed with respect to its impact upon the surrounding area and upon the city.

The height and bulk guidelines of this Plan will help to some extent in reducing the negative effects of development on large sites. They will not, however, deal with all the special problems raised or guarantee good quality of design.

Other measures are available and may be necessary. In some cases, ordinary zoning restrictions might be tightened, or rezoning to permit a large development might be deferred in the absence of adequate assurances of compatible development. New standards might be added to require open space in large projects, and floor area ratios might be reduced or made less advantageous for larger sites.

Because government involvement often occurs as larger sites are developed, through marketing of the site itself, through redevelopment powers, through vacation of streets or in some other manner, the government role might be made more restrictive in such involvement.

There is no substitute, however, for early and frequent communication as to the merits and design of a proposed project between the developer and his architects on the one hand and public urban design professionals and interested citizens on the other. Such communication will give an early and more reasoned assessment of the positive and negative effects of the project upon the city and the surrounding area, and will reduce the chances of later delays and controversies. Processes toward these ends should be employed for all major projects in the city.

## POLICY 9

Encourage a continuing awareness of the long-term effects of growth upon the physical form of the city.

Development of large properties, by condensing growth and change in certain areas of the city, emphasizes the effects that long-term growth and change can have upon the physical makeup of San Francisco. There is nothing in the nature of cities that will guarantee the continued livability of this or any other city. The citizens of San Francisco have an uncommon awareness that their environment is finite, and that the advantages of greater size and intensity may have ultimate limits.

That awareness is healthy and progressive and should be fostered. It should be given new outlets to help shape the physical form of the city. As in this Urban Design Plan, it can identify the attributes of the city that need to be protected and enhanced. Good planning, supported by an interested public, can channel growth to the right places in the city, build growth around previously established transportation systems and other services, cause other

public costs to be borne in part by the developers who benefit from them, and hold in place the natural regulators of growth such as streets and open spaces. Above all, it can and should control the form of individual buildings so that they will be compatible with the character of the city.

More should be known as to the long term effects of growth in San Francisco. These effects and the means for moderating them should be studied in a rational manner through the normal processes of planning, and none of the important factors should be overlooked. Ultimately, certain limits upon total growth may prove to be necessary if the integrity of the city is to be preserved.



## TRANSPORTATION ELEMENT

### DOWNTOWN TRANSPORTATION PLAN

**OBJECTIVE 1: MAINTAIN THE TYPE AND LEVEL OF TRANSPORTATION FACILITIES AND SERVICES APPROPRIATE TO ENHANCE THE ECONOMIC VITALITY OF THE DOWNTOWN BUSINESS AND SHOPPING DISTRICT.**

San Francisco is and will continue to be the regional center for finance, corporate and governmental administration, retailing, entertainment, and business services related to these sectors of the economy. The transportation requirements of a downtown dominated by these functions, as opposed to others such as manufacturing, are unique. The proper functioning of downtown is dependent upon compactness of development, strength of internal accessibility, and convenient access to downtown from other parts of the region and the world. The Mass Transit Plan recognizes the latter need by calling for rapid transit between downtown, the airports and areas where employees reside. The Downtown Transportation Plan is concerned primarily with the need for proper circulation within downtown for vehicles and pedestrians and with the organization of transit terminals and parking facilities which form part of the downtown-oriented segments of the transportation system.

The density of daytime population in the downtown and the resulting density of trips calls for movement of people to take place in the most efficient and least space-consuming modes of transportation such as public transit. This in turn calls for the maintenance of downtown as an area in which automobile use is controlled. In addition to improvements in the pedestrian system and the pedestrian environment, every effort must be made to insure that better transit service is provided in order that transit increasingly becomes the mode for work and non-work trips to and within the district. Regional policy and regional transportation funding should recognize San Francisco's unique transportation needs in sustaining its competitive business position as the primary financial and administrative center for the region.

#### Policy 1 PROVIDE FOR SUFFICIENT PEDESTRIAN MOVEMENT SPACE

Where pedestrian volumes in relationship to the needs of other transportation modes so warrant, additional pedestrian capacity can be taken from traffic or parking lanes. At other locations, new buildings can be set-back at ground level to provide extra sidewalk width, or, where appropriate, arcades adjacent to an existing sidewalk may be developed. In areas (in which pedestrian volumes are highest), additional parallel through-block pedestrianways may be appropriate, when they can provide for convenient links among destinations without encouraging unsafe behavior such as jaywalking. In certain circumstances of high pedestrian volume and fixed location of some primary destinations, safety considerations may necessitate grade-separated pedestrianways.

Policy 2 ENCOURAGE SHORT-TERM USE OF EXISTING PARKING FACILITIES WITHIN AND ADJACENT TO THE DOWNTOWN CORE BY CONVERTING ALL DAY COMMUTER PARKING TO SHORT-TERM PARKING IN AREAS OF HIGH DEMAND OR TO CAR/VAN POOL PARKING WHERE SHORT-TERM PARKING DEMANDS ARE LOW.

The need for short-term parking (generally, less than four hours), is greatest adjacent to the downtown core for shoppers, visiting businessmen and others who, for various reasons, do not find transit service convenient. Rather than providing new parking facilities, space should be provided in existing facilities by converting long-term spaces to short-term spaces. On the other hand, commuters generally have convenient transit service available and should be discouraged from using these parking facilities by high charges on all-day use. Conversion may also help to relieve rush hour street congestion since short-term parking is generally used by persons traveling during non-rush hours. Parking facilities within and adjacent to the downtown core should provide for vehicles driven by or operated for the physically handicapped.

Policy 3 PROVIDE NEEDED ADDITIONAL SHORT TERM PARKING FACILITIES IN PERIPHERAL LOCATIONS AROUND BUT NOT WITHIN THE DOWNTOWN CORE, ADJACENT TO MAJOR THOROUGHFARES, SUBJECT TO THE CRITERIA IN OBJECTIVE 1, POLICY 1 OF THE CITYWIDE PARKING PLAN.

Within the most densely developed and most intensively used downtown core highest priority must be given to adequate provision for pedestrian and service vehicle movements. Automobiles should be intercepted at short-term parking facilities located around the core next to major thoroughfares so that uncongested movement and high internal accessibility may be provided within the core. These facilities would be designed as replacements for those on-street spaces pre-empted by service or pedestrian needs within the core. Frequent transit service and adequate pedestrianways should be provided for the final link of these trips.

Policy 4: DISCOURAGE THE ADDITION OF NEW LONG-TERM PARKING SPACES IN AND AROUND DOWNTOWN, LIMIT THE AMOUNT OF NEW SPACES TO THAT WHICH CANNOT REASONABLY BE ACCOMMODATED BY TRANSIT AND LOCATE LONG TERM PARKING FACILITIES IN AREAS PERIPHERAL TO THE DOWNTOWN COMMERCIAL DISTRICT.

It is desirable to attract as many work-related trips as possible from automobiles to other more efficient and less environmentally disruptive modes of transportation. It is not sufficient that those traveling to work drive their automobiles from home to peripheral parking areas and then take transit or walk to places of employment. Current air quality research indicates that most emissions occur at the start and end of auto trips, making automobile pollution more a function of the number of trips taken than the amount of miles traveled. This as well as considerations of energy and land conservation indicate that the entire work trip should be accommodated on the most efficient modes. It is important therefore to provide additional parking only for those who cannot be

accommodated on existing or likely future public transit and to limit the location for such parking to the periphery, near major freeways. A basic premise of the Transportation Element is that all additions to the commuter load as a result of the job growth in the city should be accommodated by public transit. To this end the city should seek to limit new long-term parking spaces to that amount which will replace long-term parking eliminated elsewhere in the downtown and the Northeastern Waterfront area by conversion to other uses.

Such new facilities in addition to being governed by the criteria set forth in Objective 1, Policy 1 of the Citywide Parking Plan, should:

- be concentrated in order to make transit services efficient and convenient
- provide space for van and car pool vehicles
- be structures rather than lots in order to conserve space and minimize displacement
- provide shuttle service

Policy 5 ENCOURAGE FIRMS REQUIRING A LARGE NUMBER OF VEHICLES FOR BUSINESS PURPOSES TO LOCATE OUTSIDE THE DOWNTOWN COMMERCIAL DISTRICT OR TO LOCATE THEIR VEHICLE FLEETS OUTSIDE THE DOWNTOWN COMMERCIAL DISTRICT.

There are some firms which because of the nature of their business must use large numbers of automobiles to reach clients situated at locations throughout the city or the Bay Area. Because of the potentially detrimental impact of such fleets on congested downtown streets carrying large numbers of automobiles, trucks and transit vehicles, firms requiring business fleets should be encouraged to find locations outside the downtown commercial district, or alternatively, to locate their fleet parking in a separate garage outside downtown.

Policy 6 DEVELOP SHUTTLE TRANSIT SYSTEMS TO SUPPLEMENT TRUNK LINES FOR TRAVEL WITHIN THE GREATER DOWNTOWN AREA.

While all parts of the downtown core are within easy walking distance of each other, greater downtown is sufficiently large in area that pedestrian access is not always convenient. Access should be improved with special shuttle systems similar in function to the Shoppers Shuttle buses and the cable cars. Access is particularly important between the Civic Center and the financial and retail districts, and between the Hall of Justice and other areas south and north of Market Street.

Policy 7

Policy 8 ORGANIZE AND CONTROL TRAFFIC CIRCULATION TO REDUCE CONGESTION IN THE CORE CAUSED BY THROUGH TRAFFIC AND TO CHANNEL VEHICLES INTO PERIPHERAL PARKING FACILITIES.



Traffic which passes through the downtown core in order to reach other destinations, such as North Beach, the Northern Waterfront, Western Addition, or South of Market, should be channeled around the downtown core in order to leave space for pedestrians and vehicles with core destinations. A necessary adjunct to the intercept principle of the downtown parking plan is the control of traffic circulation to provide access to parking facilities and to discourage it beyond them.

Policy 9 LOCATE DRIVE-IN, AUTOMOBILE-ORIENTED QUICK-STOP AND OTHER AUTO-ORIENTED USES ON SITES OUTSIDE THE OFFICE, RETAIL, AND GENERAL COMMERCIAL DISTRICTS OF DOWNTOWN.

Drive-in establishments serving customers waiting in motor vehicles and auto-oriented establishments reached primarily by automobile or providing service to automobiles are automobile trip generators. In order to insure that the uses do not aggravate an already congested pedestrian and traffic situation, they should be located away from the most intensely developed downtown areas in locations that do not create conflicts with pedestrian or auto concentrations, designated transit preferential streets or residential units. Therefore, such uses should not be within or directly across the street from those portions of downtown designated for existing and projected office, retail, and general commercial uses. However, short-term automotive service providing gasoline appropriately could be made accessory and incidental to the operation of existing or new short-term parking facilities within these areas of downtown, consistent with the criteria of the Citywide Parking Plan.

Policy 10 DEVELOP THE DOWNTOWN CORE AS AN AUTOMOBILE CONTROL AREA.

San Francisco's downtown core is an intensely populated area which functions as a financial, administrative, shopping and entertainment center. Within this compact area priority must be given to the efficient and pleasant movement of business clients, shoppers and visitors and the movement of goods. A continuing effort should be made to improve pedestrian, transit and service vehicles access and circulation, and these functions must have priority in the use of the limited street and parking space. Therefore, the impact of the private commuter vehicle, in particular, and excessive automobile traffic, in general, must be reduced. Land use development and transportation facilities and services should be coordinated in a manner to maximize efficiency and minimize cost while preserving and strengthening the downtown environment.

OBJECTIVE 2 PROVIDE CONVENIENT AND HIGH-CAPACITY LOADING POINTS FOR TRANSIT TRAVELERS

The number of persons entering downtown for work and for other purposes increases each year. Most people, especially commuters, will come by mass transit of one form or another. They must be

accommodated by properly located and designed terminals which permit efficient loading and unloading and easy access to destinations.

Policy 1 PROVIDE FOR COMMUTER BUS LOADING, IF POSSIBLE, AT OFF-STREET TERMINALS: WHERE THIS IS NOT POSSIBLE, SPECIAL CURBSIDE LOADING AREAS SHOULD BE PROVIDED AT NONCONGESTED LOCATIONS.

It is ultimately desirable that intercity commuter buses and rail transit be accommodated at specific terminals, as is the case with the Southern Pacific commuter trains and BART stations. Off-street terminals are required in order to provide adequate back-up space for passenger waiting, ticketing and loading. Such terminals also reduce the amount of pedestrian and vehicular congestion on the streets. Until adequate terminals can be provided, commuter buses should load and unload at designated and easily identifiable curbside locations. These locations should be chosen according to levels of pedestrian traffic congestion caused by other movements, consistent with the provision of convenient transit service.

Policy 2 MAKE CONVENIENT TRANSFERS POSSIBLE BY COORDINATING LOCAL AND REGIONAL TRANSIT SYSTEMS IN COMMON OR NEARBY TERMINALS.

one or two new terminals should be developed or an existing one upgraded to accommodate the buses and rail services provided by various regional and local lines. the terminals should be in close proximity to or fully integrated with BART stations and Muni terminals in order to make transfers from one line to another possible by a short walk. Priority should be given to a location or to locations where existing and future intensities of development are highest, as for instance, near the BART Montgomery Street station.



## CLASSIFICATION OF ELEMENTS

**PRIMARY VEHICULAR STREETS:** streets functioning as major routes for automobile and truck movements into and out of the downtown area, chiefly to and from the parking belts for automobiles.

**TRANSIT ARTERIALS:** routes of major arterial transit lines.

**DOWNTOWN CORE** automobile control area: that intensely populated area which functions as a financial, administrative, shopping, and entertainment center where priority must be given to the efficient and pleasant movement of business clients, shoppers, and visitors; where a continuing effort should be made to improve pedestrian, transit and service vehicle access and circulation; where priority for the use of the limited street and parking space within this core should be available for these functions; and where a continuing effort should be made to reduce the impact of the private commuter vehicle.

**PARKING BELTS:** areas appropriate for short-term parking facilities to replace spaces removed from the core area; located and designed to intercept vehicles entering downtown from major thoroughfares before they reach the downtown core automobile control area.

**PEDESTRIAN-TRANSIT-SERVICE STREETS:** streets which should be oriented primarily or exclusively to satisfaction of pedestrian, transit and service requirements.

**SHUTTLE TRANSIT:** short-distance, small vehicle transit service for intradowntown movements, especially from the parking belts to the downtown core and among functional areas of downtown.

**SPECIAL RECREATIONAL TRANSIT:** transit having a recreational appeal while also serving as a means of moving within the downtown area or from downtown to popular shopping, entertainment or tourist attractions; should involve use of special vehicles such as double-decker buses with an open lower platform, minirails, elephant trains or minibuses.

**METROPOLITAN TRANSIT TERMINALS:** off-street embarkation and debarkation facilities for commuters and other intercity travelers.

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